DOCUMENT RESUME

ED 333 223 CE 058 311

TITLE	New Challenges in the Education and Training of the European Workforce. Final Report. A Seminar for EC and EFTA Countries on Policies for Education and Training of the Labour Force in a Changing European Economy (Stockholm, Sweden, June 13-14, 1990).
INSTITUTION	National Swedish Board of Education, Stockholm.
REPORT NO	ISBN-91-7662-786-1; ISSN-0282-7522; NSBE-R-91:2
PUB DATE	91
NOTE	90p.; For related report and presentations, see CE 058 310-312.
PUB TYPE	Reports - Research/Technical (143) -- Collected Works - Conference Proceedings (021)
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	Access to Education; Adult Education; *Continuing Education; *Economic Change; Economic Development; Educational Policy; Foreign Countries; Job Training; *Labor Force Development; Labor Market; *Labor Needs; Policy Formation; Postsecondary Education; *Public Policy; Secondary Education; Social Change; Vocational Education
IDENTIFIERS	*Europe

ABSTRACT

This report provides presentations from a seminar attended by delegates from all the European Community and European Free Trade Association (EFTA) countries to discuss policy planning for education and training. "The European Skill Gap--Introductory Comments" (Abrahamsson, Henriksson) provides an overview of the seminar and topics covered: the European skill gap, national and supernational policies, access- or policy-oriented models, new ways of learning in the workplace, and comparative issues. "Opening Speech" (Persson) reflects on five main policy issues, the: (1) importance of labor market policy for economic policy; (2) choice between an active or passive labor market policy; (3) importance of the education system, personnel training, and employment training in the economic development of all industrialized countries; (4) policies for access and equity; and (5) democratization of working life. "Continuing Education and Training in the 1990's" (Ramoff) identifies new vistas that are opening up in training policy in Europe in a changing economic climate. An "Issue Paper" summarizes four sessions: "New Horizons of Learning in a Changing European Economy"; "Policies for Achieving Human Resources Development and Lifelong Learning in a Changing Labour Market"; "Right and Access to Training and Education in Post-Industrial Societies"; and "The Adult as Learner: Towards New Trends in Workplace Learning." "Seminar Report" (Harrison) highlights three themes: access to adult continuing education, competence level and competitiveness of the European work force, and new forms of partnerships. The program and list of participants are appended. (YLB)

ED333223

New Challenges

in the Education and Training of the European Workforce

A seminar for EC and EFTA countries on policies for education and training of the labour force in a changing European economy

Final Report

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Final report

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Stockholm
June 13–14, 1990

Further copies of this report
can be ordered from:

Ministry of Education
S–103 33 Stockholm
Sweden

Published by:

The Division of Adult Education,
Swedish National Board of Education
Editors: Kenneth Abrahamsson & Karin Henriksson
ISBN 91-7662-786-1
ISSN 0282-7522
Report number R 91:2

Typography: Newman Information Design
Printed in Sweden by Grafiska Gruppen,
Stockholm 1991

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Preface

The seminar *New Challenges in the Education and Training of the European Workforce*, held outside Stockholm in June 1990, was organised by the Swedish Ministry of Education and the Swedish National Board of Education in collaboration with the Task Force on Human Resources, Education, Training and Youth ot the Commission of the European Communities and the Secretariat of the European Free Trade Association. It was a unique conference, in that it was the first time that delegates from all the EC and EFTA countries were brought together to discuss policy planning for education and training.

Although the seminar primarily focussed on policies and programmes in the EC and EFTA countries, it was evident that the wider European context was present in the discussion which raised a number of important policy issues concerning the educational level and competitiveness of the labour force. Many references were made to the notion of "Europe as a house" and the need for an intensified collaboration between nations and social parties to make the European workforce better prepared for the future. Another overbridging problem concerned skill gaps and the risk of producing a dual society freezing out marginal groups such as long-term unemployed, immigrants and ethnic minorities.

Thus, the dynamic tension between equality and efficiency has become a central issue also in a wider European perspective. One of the main challenges for the future seems to be if competence strategies for the adult population should aim at a general upgrading for all citizens or just focus on people in employment. This policy choice also calls for a deepened policy analysis of the relationship between the distribution of education in society, equality and productivity.

On behalf of the Swedish National Board of Education, I am glad to make this important policy discussion and strategy-testing available for a broader public. The seminar has been documented in the following reports, edited by Dr. Kenneth Abrahamsson and Mrs. Karin Henriksson:

- *Final Report*, which comprises the issue paper and the two keynote speeches as well as a review of the presentations and discussions during the seminar,
- *Presentations*, which is a collection of contributions to the seminar by delegates from different countries, and
- *Education and Training of the Labour Force in the EFTA Countries*, a report prepared especially for the seminar by Mssrs. Lars Arvidson and Kjell Rubenson, University of Linköping.

The National Board has seen it as a duty and a privilige to assist in the organisation and documentation of the seminar. It is my hope that the present reports will support and develop an open national and international dialogue on public and private initiatives to prepare the European workforce for the next century.

Stockholm in May, 1991

Erland Ringborg
Director-General
Swedish National Board of Education

The European Skill Gap – Introductory Comments

Kenneth Abrahamsson and Karin Henriksson
Swedish National Board of Education

In search for the skill map of Europe

The presentations and discussions at the seminar *New Challenges in the Education and Training of the European Workforce* reflected the growing interest in all European countries to increase the competence level and competitiveness of the workforce, an ambition which seems even more timely now almost one year after the seminar. The changes in Eastern and Central Europe, the skill gap within the new Germany as well as the regional imbalance in the EC area are just a few examples of challenges for the 1990s. In a wider perspective the conference dealt with what could be labelled as the European skill gap, a concept which more expresses an orientation of a necessary policy analysis than an exactly defined phenomenon.

The notion of the European skill gap comprises both the standing of the European workforce in the global economy and the variations between countries, regions and labour market sectors, in particular the small and medium-sized enterprises. It also refers to problems and challenges which cannot be discussed only in a dimension of East-West and North-South; the various geographic and economic areas on the map of Europe will also have to be taken into account. The traditional indicator of the skill gap, measured by differences in educational levels between countries, regions and social groups is, however, insufficient; it is also necessary to look at variations in competence and skill levels according to age and gender as well as cultural and ethnic background. Furthermore, it is not only a question of the levels of literacy and numeracy but also of levels of

higher-order intellectual skills and problem-solving, creativity and social competence.

Another important aspect in judging Europe's competitive edge is the growing problem of skills shortages, or shortages of educated professionals, particularly in the technological field.

The European skill gap is a major obstacle in the various efforts to support the growth of productivity and to reach new levels of competence and competitiveness. It is also a phenomenon which leads to high costs for society, such as disturbances in the production process, inefficient management and marketing, and difficulties to adapt to technological and economic change. The risk of rejection or elimination of certain groups from the labour market is becoming more and more obvious.

Priority groups for educational and training measures, covered at the seminar in one way or another, were:

- long-term unemployed
- employees risking to be displaced
- employees of small and medium-sized firms
- women and men with short basic education
- adults from underpriviliged areas or regions
- immigrants
- ethnic minorities
- functionally disabled adults.

An important policy choice is to what extent measures taken should be oriented towards employees of different sectors of the labour market (in-door policies) or if the resources should mainly be allocated to the unemployed or other groups outside the labour market (out-door policies). The present division of work between public and private interests tends to be that society will invest in out-door policies, while employers and corporate interests favour in-door policies. The Swedish model of full employment with the aim of anticipating and influencing structural changes in the labour market can, however, be seen as a combination of in-door and out-door policies.

National or supernational policies?

During the seminar special attention was paid to the policies needed in order to cope with both present and future qualification requirements in working life. One of the subtexts of the discussion was to what extent policies should – or could – be public or private as well as national or supernational. Current trends in most countries emphasise the increasing role of corporate training and staff-development programmes. Another trend, which could be said to illustrate the development of private policies, is that many corporations and also public institutions are leaving the traditional notion of vocational training and are instead underlining the corporate culture and the enhancement of values and skills supporting the major business idea. Furthermore, it should be mentioned that corporate policy might be private in more than one sense. Not all corporations want to give the whole picture of their investments in workplace learning and human resource development – sometimes they do not even have it themselves due to the diversification of production as well as the decentralisation of management.

The right to education and training for adults was discussed within the framework of both educational legislations and negotiations between the social partners. Educational leave of absence as well as an efficient system of study finance have been cornerstones in the Swedish model of recurrent education. It is necessary, however, to look for alternative models to increase access to learning during the individual's lifespan. In addition to various forms of general rights, the discussion also touched upon the rights to learning for certain groups such as adults with difficulties in reading and writing, unemployed and immigrants. Thus the tension between, but also the joint initiatives of public and private interests are of growing policy importance.

National policies cannot easily be transformed to the supernational level. The notion of supernational policies is ambiguous. In some circumstances it is more a question of an international agreement on what values, objectives and content should quide the educational measures in different countries than of an imperative obligation for each country. It is, for instance, an open issue if the work of the European Community should be regarded as an example of supernational policies. The policy formation within the

EC is a complex process in which the political, economical and cultural differences between the countries concerned have to be recognised. The fact that the EC programmes mainly deal with training and not education in general is one illustration of the process of relating national policies to supernational policies. Other examples of supernational policies such as the United Nations' Declaration of Human Rights or the ILO convention tend to be more generally supportive for various educational missions and not strategic or operational in a way that is needed in educational planning.

Access- or policy-oriented models?

A crucial issue in developing policies to overcome the European skill gap is whether our interest should focus on the codification of the individual's or the employees' right to continuing education and training or if the stress should lie on various measures aimed at an increase of access for different groups of learners. The network model used in the EC programmes can be seen as an example of the latter strategy.

The role of compensatory policies will be more crucial in a more market-oriented context of adult learning. The distribution and maybe also the redistribution of educational opportunities will have to counteract obstacles to access due to social, regional and cultural background. Future policy priorities must, however, recognise the different educational systems and the structural transformation of working life in various European countries. One priority might be to define and financially support a necessary level of basic skills and core of civic knowledge for everybody. Another priority is to pay more attention to variations in access according to regional and structural differences between or within countries.

Furthermore, future policies could focus on the need for an increased access to a variety of programmes and learning options at the workplace with special reference to the creation and support of a good learning environment. Finally, certain priorities might be given to a more generic and advanced professional competence, thereby underlining the need for closer links between the structural transformation of society, higher education and research. Independent of what priorities will be made, it is of significant policy interest to develop good methods for assessing and recognising all

forms of prior learning of an employee in order to adapt programme and content in a successful manner.

The individual's right to education and training is also reflected in the notion of the dual society, which was touched upon at the conference. The high unemployment rate in many European countries and the uneven distribution of competence and skills between different groups and settings might create a growing minority of marginalised groups with limited possiblities to be active citizens and productive employees.

Policies and strategies of adult education and competence elevation of the workforce cannot simply be seen as a "provision-access" model making things better by giving "more of the same". It is necessary to see the competitiveness of the European workforce in a much broader policy context of industrial development and efficient production as well as a high level of employment. Within this conceptual framework, one should ask if a high level of investment in education at the workplace is an expression of deficiences in the organisation of work and utilisation of production technology. A high level of educational investment at the workplace cannot be a goal in itself. Further research and policy analyses have to focus on the impact of various educational measures where active contribution to productivity and competitiveness is concerned.

New ways of learning at the workplace

The creation and support of new ways of learning at the workplace has to consider the changing work environment and the development of production technology as well as the organisation of work. Innovative learning is not only different methods of increasing access for and retention of certain groups of learners. It is as important to develop forms of learning which support a critical reflection of work organisation and work content in order to increase the meaning of work and the quality of its products.

Furthermore, one has to get to the core issues of workplace learning such as the creation of a context of skill formation, job-rotation and a production technology that stimulates active learning rather than neglecting or rejecting the human component.

Other issues of relevance concern credit accumulation and transfer between different workplaces and educational settings. There is

also a close link between credit accumulation and language skill. These are even more demanding issues in the context of the development of the European Community and an expanding mobility of labour between countries. Here the work of CEDEFOP, The European Centre for the Development of Vocational Training, on the comparability of occupational qualifications, and the Community action programme to promote foreign language competence, LINGUA, are of great interest.

The comparative dimension

There are other reasons for a European exchange on the education and training of the workforce. Comparative approaches and the analyses of the cultural context of learning are not only a cross-national mission; they are just as important in a national context. We tend to describe the different institutions of adult learning as seemingly similar phenomena, dressed in conventional costumes of figures and statistics. In order to avoid the risk of an oversimplified comparative model, it is necessary to pay more attention to the cultural context and value systems of different institutions of adult education.

This challenge tends to be even more crucial in the study of non-formal adult education such as learning organisations or learning enterprises, where the reinforcement of an enterprise culture and the employees' identification with the business idea and production goals are as important as the up-grading of skills and knowledge. Special attention must also be paid to what factors influence the provision of and participation in learning options for adults at the workplace.

Drawing the map of education and training of the labour force, it is, of course, of the utmost interest to illuminate and clarify new models for learning for and at the workplace.The variety of approaches, strategies and methods for education and training of the workforce described at the seminar represent different policy perspectives with national and international focus as well as combinations of public and private ventures. One fundamental dimension of all comparative efforts concerning the education and training of the workforce lies in the structure of the formal system of education and the degree of comprehensiveness or "vocationalisation" of the pro-

grammes at upper secondary level. The most common illustration of this choice is reflected in the use of apprenticeship in vocational training.

Another major comparative issue concerns the organisation of vocational training for adults and the division of responsibilities between public and private interests. The profile of labour market training and retraining varies between different countries regarding volume, structure and objectives. In some countries, labour market education forms part of a broader policy of employment and industrial transformation for the labour market as a whole, while in others, priorities are given to the unemployed.

Further attention also has to be focussed on the various forms of organising education and learning at the workplace. There are many signs today that corporate training is expanding in most industrialised countries. If this is true, there is a growing need of clarifying the volume, content and costs of employer-sponsored programmes as well as developing other indicators of performance. Furthermore, we need to identify and describe good and innovative cases of learning at the workplace. One aspect of such an effort is the need to scrutinise the challenging role of new technology like interactive video, telefax, PC's, databases and other forms of computerised learning vehicles. Another issue of clarification lies in cases illustrating the dynamic interaction between work organisation, production methods and learning at the workplace. National or corporate adaptations of EUROPACE, NTU and other forms of distance education are also relevant examples to look at from a policy point of view.

The role of corporate classrooms or even corporate universities are also important organisational solutions in each effort to draw a map of the learning landscape of working life. Finally, it is important to get a better picture of the role of customised programmes, the interaction between formal adult education and employer-sponsored programmes as well as the pattern of part-time studies and social conditions of those employees choosing to combine work and education over a longer period of time.

The three seminar reports will hopefully contribute to further policy analyses and innovative educational measures as well as more comparative research in order to develop new ways of counteracting the European skill gap. ■

Opening Speech

Göran Persson
Minister for Primary, Secondary and Adult Education, Sweden

Ladies and gentlemen,

It is a great pleasure for me to welcome you to Stockholm, Wijk Conference Center and this seminar organised by the Ministry of Education and Cultural Affairs and the National Board of Education and sponsored by the European Free Trade Association and the Commission of the European Communities.

I would like to take this opportunity to express the gratitude of the Swedish Government to these two pillars of European economic cooperation for the support given to the seminar and particularly to the Commission of the EC and its Task Force for Human Resources, Education, Training and Youth for its active contribution to the planning and organising of the seminar. I am very pleased to see the two organisations well represented here today. It is my hope that our discussions during the next two days will be as useful to you as I hope they will be to the countries present.

A special welcome also goes to the representatives of the Council of Europe and the OECD. Sweden attaches great importance to your work in the field of education as in other areas and we are all looking forward to your contribution during the seminar.

Our meeting coincides with the 30th anniversary of EFTA which is commemorated in Gothenburg today and tomorrow with meetings of the EFTA Council and the EFTA Heads of Government. In conjunction with this there will also be high level contacts between EFTA and the Commission of the EC. This commemoration occurs at a time when the EFTA countries and the EC are on the verge of starting formal negotiations on a closer and more structured cooperation within the framework of a European Economic Space.

The aim of this effort is:

- to achieve the free movement of goods, services, capital and persons within the EES
- to strengthen and broaden cooperation in policies such as education, research and development, environment, working conditions and social welfare, consumer protection, programmes for small and medium-sized enterprises and tourism
- to reduce economic and social disparities between regions
- to arrive at institutional procedures which effectively ensure that the views of the parties are taken fully into account
- to find appropriate formulae to ensure the direct effect of common legislation as well as judicial monitoring and the functioning of the agreement.

The creation of a European Economic Space comprising the EFTA countries and the EC member states is an important and a challenging venture at a time of change all over Europe. Education and training must be part of this process.There should not be just an economic space but integrated in it a European Educational Space, which opens up even closer cooperation in the field of education and training between EFTA and EC member countries. In order to accomplish this, the EES treaty that is expected to be finalised by the end of this year or early next year should include provisions on education and training, provisions that cover exchanges of students, teachers and others concerned with education as well as exchanges of experiences and views and the establishment of a framework for such broadbased cooperation. It is my hope that this seminar will prove how much there is to be gained by the creation of an educational space between EFTA and EC and that it will serve as a reminder to the EFTA and EC officials meeting in Gothenburg to include education and training in their forthcoming deliberations on the EEC treaty.

Ladies and gentlemen, this is a seminar with a vitally important theme. Education and training have become a top priority in all the European countries, as in Sweden. What I have to say today is based on the practical experience of labour market policy and education policy here in Sweden. So I want to talk in practical terms, not theoretical ones.

Five main policy issues

In this introduction I would like to reflect on five main questions:

- Firstly, what is the importance of labour market policy for economic policy?
- Secondly, what are the benefits of an active labour market policy and why is it to be preferred to cash assistance?
- Thirdly, why have the education system, personnel training and employment training, as well as learning by doing, been such important elements in the economic development of all industrialised countries?
- If we are determined to create a "skill culture" in which everyone is entitled to go on learning throughout their working life, then fourthly, I will ask if the question of the distribution of educational opportunities is not too important to be left entirely to the representatives of working life or the market forces?
- Finally, I would like to present my arguments for why I believe that a more knowledge-oriented society or learning society, could open up new opportunities for the individual and call for a greater democratisation of working life.

The links between economic and labour market policy

My first reflection, then, concerns the role labour market policy should play in relation to economic policy in a market economy. Most countries see labour market policy as part of social policy, as an instrument to distribute available resources so that the most needy and the unemployed can manage while waiting for a new job. Many countries have a "laissez-faire" attitude to unemployment and let the unemployed be without a job for long periods, before they can be considered for any active measures. This attitude is based on the assumption that labour market and social policies consume resources, while economic and industrial policies create them.

The results of these policies are discouraging. In many OECD countries there is a noticeable shortage of skilled labour. At the same time unemployment – and even long-term unemployment –

remain at very high level. This is especially true for Western Europe, with unemployment figures between seven and eleven per cent. This problem will probably get worse and is likely to become one of the most challenging dilemmas of the 1990s.

Our experience shows that labour market policy can play a different role, as an important instrument of economic policy. It should not just keep these unemployed out of distress. It should not just be a policy for bad times but to a high degree for good times too. It should effect the whole of the labour market and serve both employers and jobseekers, both those in a strong position and those in a weak position on the labour market. That means that in Sweden, with its current shortage of labour, policy should promote a greater workforce so that we can make good use of growth possibilities. It should prevent the inflationary spiral.

Examples of this are our programmes for adult education and labour market training, mainly retraining, which in Sweden involves 5% of the labour force per year. These programmes have played a decisive role in the massive transformation of, for example, the shipbuilding and steel industries. It has proved to be an effective instrument for structural adjustment. It has played, and is playing a decisive role in womens' participation in our labour force, the highest among OECD countries. It also plays an important part in the possibility to give the disabled a new job.

Even if we in Sweden strongly stress the link between economic and labour market policy, we have reason to be self-critical. It is a fact that the transformation to a more supply-oriented economic policy has taken too long, that the government still has much to do. We have had, and still have, an all too high general demand and a troublesome shortage of labour, which in turn has driven up prices and costs. We ought to have had an even greater supply of labour, faster growth and lower inflation. My first conclusion is, therefore, that labour market policy in the future should have even greater links to economic policy and that it must have substantial resources so that it can fight both unemployment and labour shortage and play an active role in the permanent structural changes in industry.

Motives for an active labour market policy

My next question concerns choosing between an active or passive labour market policy. The OECD has produced some very interesting and valuable studies of the budget profile of labour market policies in its member countries. It appears that most countries set aside 70–80% of their labour market budget to income maintenance programmes and unemployment benefits, but only 20–30 % to active measures to get people back to work. It is obvious that this labour market policy approach is a trap. This means that people can be unemployed for long periods, that their knowledge and skills become outdated, and that their self-confidence is undermined. When the employers need to recruit again, they want people with good, up-to-date skills, not long-term unemployed with outmoded ones.

Sweden has a different approach, a completely different labour market budget profile. We invest over 70% in active measures and spend less than 30% on income maintenance programmes. We describe this approach as an employment strategy instead of a handout strategy. Within the framework of active labour market policy the percentage devoted to labour market training is increasing. The job-creation measures have, during the present boom, been brought down to a minimum. The portion used for cash support is diminishing even further. For us, there are both social and economic motives for this approach.

Firstly, this approach is not more expensive than a passive policy, measured in terms of percentage of GNP. This has been demonstrated clearly by OECD studies. Secondly, it creates a greater labour supply, better adapted to the current demand. It is therefore good economics to pursue an active labour market policy. Moreover, it improves welfare.

Also on this point, we in Sweden cannot afford to be self-satisfied with what we have done so far. We have certainly been successful in maintaining our employment strategy. But at the same time, the lack of active rehabilitation has meant that people have been sick-listed for all too long periods, and many have gone into early retirement. If we do not act, our social welfare policy will become too heavy for our budget.

This is a reality in many OECD countries and it has become an argument for questioning important elements of welfare policy and for reducing existing benefits. We have met this debate in Sweden too. It has been said that we cannot continue with a universal welfare policy and must go back to the old form of so-called basic security.

My view is that there is an alternative. This alternative means that we reduce pressure on social security by carrying out more active rehabilitation. Substantial changes of social policy are now being made in Sweden. The intention is that the employment strategy shall not only be valid for labour market policy but also in relation to social policy. We believe that we can reduce rejection from the labour market and the need for income maintenance through more active rehabilitation and more forceful working environment policy. Parliament has recently set up a fund for this purpose with massive resources, about 1,5% of GNP. The government has also put forward proposals for several further measures in this direction.

My second conclusion is that an active labour market policy is good business. Put simply, it means that by investing one million kronor on active measures we can save two million on income-maintenance measures. There are still many resources that can be diverted to active use, and large amounts to be saved.

An interesting conclusion to be drawn from the Swedish experience is that the general economic policy must be supported by active labour market policies. This is also an important objective from the viewpoint of education and competence development, for reasons pointed out by the American economist Alfred S. Eichner.

> "The rate at which employment opportunities are being generated is certainly more critical to the process of aquiring skills than all the sums spent on education and other forms of training."
> "This is because the supply of and the demand for manpower, rather than being independent of one another, are in fact highly interdependent. The proof of this is the greater growth of skills and competences from on-the-job training when the economy is expanding more rapidly."

Taking this perspective into consideration, it is no surprise that labour market policies and educational policies be joint ventures towards a learning society. It can be said that work is the best education and teacher!

Competence strategies for economic development

My third point concerns just these questions of why adult education, personnel and employment training, have been strategic in economic development. In highly industrialised countries like Sweden, developments are moving towards a working life in which people's knowledge, competence and capacity for cooperation, are the main factors of production. After the 1980s, when financiers reaped large profits and huge fortunes were redistributed, it may be genuinely refreshing to envisage the 1990s as the decade when human capital is in line with strategic investments.

Behind this shift of emphasis on the kind of capital most necessary for economic growth is the realisation that the fate of a company in the worldwide markets is determined more by the broad professional know-how and advanced skills of its employees than by its technology and machinery. In today's world it is easy to move machinery, capital and technology, but it is difficult to sustain a large and well-educated workforce. And if it is true that well-trained workers, technicians and white-collar employees determine the competitiveness of companies and thus of whole countries, this should have major consequences on the distribution of knowledge and training in our countries.

The Swedish school and higher education systems supply the labour market with a new cohort of well-educated young people every year. But the 100,000 people in question are still rather few compared with the 4,5 million people on the Swedish job market as a whole. If we are serious about investing in people's professional know-how and skills, we cannot overlook all those who are already part of the workforce and will be there for many years to come. In principle, these opportunities should be available to all employees.

This is what Sweden's unions are now demanding. A working party from the Swedish Trade Union Confederation (LO) recently recommended that all blue-collar workers be entitled to "a certain annual updating of occupational skills." Those workers "who lack compulsory or upper-secondary school qualifications in Swedish, mathematics, English and civics (Public Affairs) should be entitled to acquire such knowledge during working hours and without loss of employment privileges."

At its congress last summer, the Swedish Confederation of Professional Employees (TCO), singled out "skills development in the labour market "as its top issue for the l990s.

> "Our members' economic security lies in change, not in erecting barriers against change. Trade unions must now actively work to create a labour market that is based on the production of knowledge and prepares employees for more skilled working tasks. – This means a society richer in knowledge."

Given the Swedish tradition of broadbased popular education, it is quite natural for unions to be taking the initiative to make the changes that so many people need and demand. Compared with many other countries, Sweden has progressed quite a way toward the "learning society" that is often called for in international debate. Today nearly all young people continue from the nine-year compulsory school to upper secondary school. A 12-year system of basic education is emerging, while adult education in the broad sense is reaching increasingly wide segments of Swedish society.

In his recent doctoral dissertation, Dutch educationalist Albert Tuijnman describes the establishment phase of Sweden's extensive adult education system. One of Mr. Tuijnman's most important observations is that the percentage of these studies provided at the workplace during working hours is steadily increasing. During the 1980s in particular, workplace-centered programmes expanded dramatically. Today more people take part in company training than in all the study circles arranged by the 11 nationwide adult education associations together. By way of summary, Mr. Tuijnman writes:

> "Sweden has developed an educational system with a strong emphasis on adult recurrent education. Hence, the educational system of contemporary Sweden is probably the one that, in both structure and practice, most closely resembles the strategy of recurrent education promoted by the OECD since the early 1970s."

Policies for access and equity

Superficially, it may seem as if we Swedes are already living in the best of all possible adult-educational worlds. But this is not true.The trade union demands that I have described for job-related recurrent education demonstrate that current education opportunities do not live up to expectations.

The Swedish Metal Workers' Union recently conducted a survey of major Swedish companies which showed that three out of four blue-collar workers in industry receive no more than two hours of training annually from their employers and that a large proportion of personnel training resources was wasted on simple introductory courses. Leif Blomberg, Chairman of the Metal Workers Union, said: "It's frightening. The figures actually require no comment; they speak for themselves. Some work tasks are so unskilled that hardly any training is needed".– "At the same time, the fact that Swedish industry provides so little training for its employees demonstrates how ill-equipped it is for the future in spite of the growing need for skilled labor", he added.

Nor is personnel training distributed fairly. Those who have received the least training receive no more. Instead, the principle that those who already have, shall receive (to paraphrase the Book of Matthew) is very much in evidence. While nearly half of those with the highest education level had the opportunity to study during working hours, fewer than one fifth of those with the lowest educational level had the same chance. My third conclusion is therefore that a reluctance to invest in personnel training is short-sighted, especially so in an age when knowledge and experience are strategic elements of economic growth.

My fourth point concerns the question of why the distribution of educational opportunities is too important to be left entirely to the representatives of the two sides of the labour market or to the market forces.

One reason is the general need to retain public and political influence in the education which in future will constitute a vital foundation of our continuing material prosperity.

Another reason is the fact of generous adult education opportunities for the individual providing an alternative to personnel education controlled by employers and vested interests. But the personal needs, aspirations and preferences of the individual are by no means certain to coincide with the scope of personnel training arranged by employers.

A third reason is that the scope of personnel training to a great extent depends on the economic capacity of the individual employer. In future, personnel training is likely to develop most in

profitable firms. This type of distribution of educational resources, of course, would not be acceptable to the individual, nor would it be appropriate from the viewpoint of the community. General adult education is therefore needed to correct the imbalance in the employment sector, whether at company, industry or regional level.

A fourth reason is the aim of general adult education to achieve an equalisation of education gaps. This distributive goal must be seen to be of paramount importance.

Towards democratisation of working life

To summarise and in conclusion I will say: Swedish adult education is one of our great national assets. There must, however, be more to adult education than the training of the labour force. Adult education has an equally important role to the individual in our changing society. In Sweden, we view adult education as a fundamental citizen's right.

Finally:

A knowledge-oriented society could really open up new democratic opportunities. If human labor becomes the most important production factor, if human resources in the labour market begin to be liberated in earnest, the classic calls for a democratisation of working life are likely to re-emerge with renewed strength. Who else but the employees themselves should direct and organise all the know-how and skills found in people's minds? Human beings are, of course, different from machines in that they are personal production factors and should be capable of taking responsibility for their own jobs.The shift towards more knowledge-intensive production in the labor market should function as a kind of self-fulfilling system of greater democratic influence by employees on their own workplaces and on their own working lives. But I also think that a learning society can make permanent the freedom to choose work, a right for all people of all ages.

The well-known Swedish economist Gösta Rehn once formulated this idea, or perhaps you can say utopia, in the following way;

> "We don't want just full employment. We want the freedom to choose our work – at all ages and in all jobs. If we can achieve this, then we have established a basic human right, to be master of your own destiny, fundamentally free from authoritarianism, whether in the form of an employer, society, organised bureaucracy or the tyranny of even democratic peer groups."

This is our challenge for the future. ■

Continuing Education and Training in the 1990's

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Ladies and gentlemen,

It is a great pleasure for me to take part in this seminar, having responsibility for giving one of the introductory papers. I was of course flattered by the offer made to me, particularly since there is something exceptional about the circumstances. As far as I am aware, it is the first time that the twelve EC States and the six Member States of EFTA have met to talk about training and education. The time is well chosen, because at the time when virtually all the developed countries of western Europe are meeting here, the other half of the continent is involved in a movement of which no one can precisely foresee the outcome, but for which everyone can see the historical importance and the magnitude of the implications which this movement has for the western half of the continent. I have been all the more flattered therefore to be at this event, since the time appears to me to be of great interest and importance.

As I am invited to do, I shall attempt to identify the new vistas which are opening up in training policy in Europe, in a changing economic climate. In order to do this, it appears to me reasonable firstly to devote a little time to analysing this development in European economy, even if superficially, and finally it will be appropriate to ask ourselves what are the challenges thrown up by this development and the challenges we must face up to and overcome to move forward resolutely and effectively towards these vistas which economic development offers us.

I shall paraphrase and expand slightly on the factual and descriptive elements touched on in the excellent preparatory document, written by Messrs Arvidson and Rubenson of the University of Linköping, which everyone attending this seminar has received. It is concerned with the education and training of the workforce in the EFTA countries, but many of the characteristic features of the economies of these countries also apply to the EC countries. I shall distinguish two series of features which are characteristic of these economic changes: firstly, those which are peculiar to the Europe of the eighteen as we know it, and secondly, other features which are not peculiar to this sub-grouping. I shall start with the latter, a number of changes which are not characteristic solely of the western European economies, even though they are observed in a more distinct way there than in the rest of the world.

The trends of qualifications

The technological trend

There are in essence three phenomena taking place before us.

First of all there is the extremely widespread move towards a change in many qualifications, in the content of many professions. Contrary to what is said particularly among politicians, we are not witnessing a kind of segmentation into two sub-groupings of which one would be fixed while the other takes only the impact of the new technologies, particularly micro-electronics. We are witnessing the spread into the whole economic fabric of these new technologies which, although they are penetrating to a greater or lesser depth depending on the type of activity, are found everywhere, including in the supermarket and in study to become a notary when notaries are legitimately concerned to earn as much money as possible. It is thus a phenomenon which is changing the content of professions everywhere and which therefore has consequences for all firms and for all workers.

The other phenomenon is that it is not merely a change in professional qualification and in the exercise of the profession, but at a deeper level a change in the relationship between man and work. What characterises this technological revolution and distinguishes it from previous ones is that it is firstly concerned with communica-

tion, and that by the same token it supports a much wider spread of values which previous economic organisation had made sterile. For training policies there is no longer the need to limit oneself to studying the vocational qualification but to ask oneself also about the social qualification, a set of forms of knowledge that are no longer solely know-how. Finally, there is no longer the need to limit oneself to a pure training approach but restoring training to what is its natural place, i.e. the set of phenomena and problems of managing human resources in the context of micro-economic and macro-economic strategies, trying to deal with the problems posed by the change in work and working conditions together and in a coordinated manner.

The third phenomenon, which is a clearly negative one, is that this emergence everywhere of a very demanding renewed technology increases dramatically the risks of being excluded from the labour market. It is perfectly clear for young people who, in countries other than Sweden, have long been trudging around looking for their first job. It is also true for middle-aged people hit by unemployment who remain out of work for periods that are sometimes intolerably long.

The economic trend

Alongside this purely technological trend, there is a trend which I would be inclined to describe as economic. We can see the landscape of activities decline, others advance; the rythm of economic life has simply speeded up considerably compared with what was observed in the past. There is of course the effect of the technological revolution itself, but there is also the impact of changes in consumption habits, which are themselves linked to changes in the lifestyle of our fellow citizens. There is also the impact of the appearance of new producers. It is clear that our economies are not alone in the camp of development facing an under-developed world; we have some very well equipped competitors whose performance has a direct effect on the performance of our own economic system.

All this poses individual problems at the same time: the need for a large number of people to change profession, under the constraint or anticipating an easily predictable constraint. But there are also collective problems: loss of impetus in entire regions, a decline in

situations seemingly firmly entrenched since the 19th Century – to some extent reshaping the economic geography of the continent – and the need in public policy for strong corrective action to be taken to avoid individual social harm and the dislocation of national entities or entities within the nation. I am thinking in particular of all those industrial areas from the 19th Century which cross boundaries and which are regions in economic decline, whatever country they are located in, and regions where there is a very great requirement for conversion. These are some features that are not unique to Europe but which western Europe perhaps feels more acutely in its flesh than other world sub-groupings.

The demographic trend

Added to these features which I believe to be unique to our countries, I shall pinpoint two in particular. Firstly demographics: we are old countries. We are also in the process of becoming ageing countries, countries of old people. It is more or less true, depending on the situations in the eighteen states which form the two western European groupings, but it is virtually true everywhere and, as everyone knows, ageing has consequences which have not all been identified and analysed. Two at least are perfectly obvious: firstly the dwindling supply of a new, young workforce which by virtue of its youth masters even new technologies and brings with it the enthusiasm of the age. Secondly, there is probably the loss of capacity for innovation to which every ageing society unfortunately falls victim – so historians, demographers and economists tell us.

All this implies at the same time that there is far more concern than in the past to train not only the young people arriving on the labour market but the less young who are becoming an even rarer resource than in the past, precisely because of the development of the age pyramid. This also implies the need to train differently, not just to give more training to other people but to introduce training elements which are not necessarily only those which would have been introduced in the past.

The political trend

There remains one last feature which evidently is characteristic of our sub-continent and it alone is political. It is the transformation in

the face of Europe taking place before our eyes. Two sub-groupings have been constructed over a long period and are laboriously constructed, one of twelve and one of six. In the Europe of the twelve, at the end of the period marked by the ratification of the Single European Act, there will be a large market with all that that implies in the way of demands on the mobility of men, ideas and goods; demands for the recalibration of training policies to enable them to cope with this major geo-political transformation.

At the same time, the other half of the continent is on the move, and democracy is gradually taking hold in central and eastern Europe. From the strict point of view of the shopkeeper which is that of the people responsible for training policy, this can be considered either as a burden – bearing in mind the cooperation which it will be necessary to nuture and finance – or as an even stronger invitation than the mere European construction which is in progress of twelve or six or eighteen, to look at broader horizons and to reason in perhaps radically different terms from those to which we have become accustomed to date.

The Europe of skills

These were the few aspects which I wished to present in order to sketch the landscape. It appears to me that some vistas are becoming visible on this landscape.

Firstly, there is the vista of the Europe of skills: our wealth, as everyone knows, resides in the skill of the men and women in our countries. It is this skill that Europe historically has been built up on and which sets it apart from the other nations of the world. It is on this skill that countries such as the one which is playing host to us here have based their economic progress and material well-being, despite the fact that nature had sometimes been a little mean in handing out the benefits at their disposal.

Policies aiming at qualifications

This gives rise to a second consequence, which is that skill must be spread everywhere. It is impossible to imagine skill being monopolised by a few elites and – in the Malthusian notion which sometimes inspires those responsible for our educational systems – making do with having advance parties opening the way with large batallions

of ill-trained, poorly qualified people behind them, restricted to carrying out orders and obeying demands. The principle of spreading skills and raising the level of qualification is one of general application. It applies firstly to those who are outside the labour market: the young and adult unemployed. The Swedish minister has said it in terms to which no one, at least not I, could add anything; it is not a matter solely of dealing with the crisis situation in which people find themselves socially, they also have to be provided with all the durable elements of a qualification, of maximum utilisation of their potential so that they provide society with the full assistance of the whole of their capabilities.

This is the direction in which we must work everywhere. This is also what is the inspiration behind some of the most successful EC programmes. Behind it is the need to replace policies of simple social assistance with a policy aiming at qualifications. Behind it there is also the need to break with the kind of dichotomy with which too many educational systems make do between general culture and technical culture, general teaching reserved for the elite, and technical teaching reserved for the lower performers. The highest level of general culture must be imparted to all, because it is on the top of this that transferrable skills will be built up, and the elements of technical culture without which it is impossible to understand one's time must be provided for all.

Public and private in a comparative context

Alongside these policies aimed at the non-active, there is the realm which public policy generally neglects in our countries, that represented by the active. The idea often prevails that sole responsibility for the training of the active population resides with firms; since it is an investment from which they derive the dividends, it is up to them to finance this investment. This is a false notion. It is clear that the rate of technological change, the depth of the transformation in the economic landscape, all the phenomena which I have briefly touched on imply that the resource made up by the active population is utilised by supplying the maximum funds to the service of these policies.

This also assumes the closest collaboration possible between public bodies, firms and the organisations representing them, and

finally of course the trade-union organisations without which nothing could be imagined in a field that concerns our top managers and, hour by hour, the workers in their daily lives and in their future. Since 1971, we have had a law in France which paved the way for this collaboration between the State and firms, and the Community is developing parallell ideas. The FORCE programme, which is gradually moving towards completion during the French and Irish presidency, is a good illustration of the primacy which will have to be given from now on to qualifications for the active population and to training people who are in work, by adding together the forces of their employer, the public body and their own force.

The question to be answered is how to move towards this goal. In my view, everything turns on the firm and everything proceeds through social dialogue. The social dialogue is a game for two: employers and unions; it is a game for three: employers, unions and the State. Outside of this, there are probably only blunders to be made, setbacks to be suffered, poorly understood initiatives to be promoted and insurmountable obstacles to be encountered along the way.

In a more concrete way, I would be tempted to distinguish what States are doing, considered one by one in the field of responsibility which is obviously their own, and what would call more widely for international cooperation. In their own field, it is chiefly the actual conduct of the policies of youth training based increasingly on alternation. The German, British and French systems, to mention no others, differ substantially. My strong feeling is that they are converging towards a relatively unique focal point where it will be seen that educational rationality has eventually displaced ideology in a debate where it had occupied too much ground in the past and where it has no place. It is a first area in which some countries, including my own, are involved and must continue to be so.

The other area is the development of all forms of partnership between the State and the firm, this assuming that the governments mobilise to make do either with the intuitions which firm leaders and trade-unionists may cultivate in accordance with the day-to-day responsibility they hold, or the macro-economic analyses which research institutes produce for us. In any case it is there that our

experience is guiding us, and in the combination of the two in the construction, on a contractual model, of partnership relations between the State supplying the knowledge of the research institutes and some credit, and the firms also supplying grey matter and money but above all their experience.

The second field in which these policies may develop is everything concerned with the assistance to be given more specifically to small and medium-sized firms for which this general enlightenment in the medium term and on a relatively wide territorial basis is not sufficient. To this must be added devices specifically intended to assist them – in France we have set up assistance systems for training consultancy which appears to us to meet with the expactations and needs of these firms quite well.

Finally there remains of course the main incentive for the development of training policy. We make use of two possible techniques in France: the technique of tax incentives and that of financial support by public subsidy. Each technique has its advantages and drawbacks, and it is clear that if the situations in the countries, at least in the twelve, are juxtaposed as the Task Force has done in Brussels for comparison, a whole range of solutions would be found. Alongside these purely national policies, others require international cooperation, because I believe that the situations are too similar in the different countries and the analytical difficulties too deep for each to claim to go through all these questions without waystage.

One quite obvious question is that of the study of the trend of qualifications. If we wish to broaden the field of view, it will be noted that electronics in Sweden, Portugal or Belgium is still electronics and that what affects the technological determinations of the matter probably differ little with latitude and longitude. There is probably material for joint work there. The Commission in Brussels decided last year, in response to a French suggestion, to set up an employment observation unit. I would argue personally for a change from simple observation of employment to the observation of qualifications and the trend in them and for us to ask ourselves about the geographical field to which a programme of this type is applied. The other field is obviously the organisation of mobility.

A Europe without exclusions

The second important vista is the path our countries are following towards a Europe without exclusions. Behind this ambition expressed in general terms there is firstly that of offering a second chance to all those who spontaneously are not able to express themselves fully in the educational system and in the labour market as it operates. It is clear that the aim of full employment, which unfortunately is still unattainable in many of our nations, could not suffice. It is freedom of access, freedom of choice, better employment that we must move towards. This is done through a deepening of our thoughts on this idea of a second chance, which obviously also applies to the objectively disabled population, whether their disability is physical, intellectual or social. In virtually all our States and our institutions there are programmes with this objective in mind. Clearly, it is essential to continue to progress along this path.

Policies reducing inequalities

The other ambition is the necessity to combat territorial inequalities which pre-exist, the willingness which some States have shown to build something together and which spontaneous economic development does not obstruct but sometimes aggravates. This is observed within a given region precisely because of the economic development which puts at a disadvantage for example regions of old industry, and for all that does not put traditionally less-favoured regions on an upward trend. This a is also true between States, where even greater differences are found. Homage must be paid here to the action taken by the Community in structural funds and where the need arises.

It is also the interest of everything that entails the construction of a network of systems for the exchange of experience and information which this time may not be enclosed within the limits of a particular political entity. I am thinking of what the Community did by opening up the COMETT 2 programme under certain conditions to the EFTA countries. Clearly this type of step, with all the reciprocal arrangements it involves, is extremely necessary if we wish the differences to be blurred, inequalities to be reduced, and what is regarded here as positive to be quickly carried out to where the full benefit can be derived from it.

Policies defeating the dual society

The third point on which we must work in order to move towards this European society with fewer exclusions than it has at present, is the contribution which training policy and employment policy can make to the fight against the harmful effects of the policy of raising qualifications and particularly against the production, correlated with the raising of qualifications, of what we in our country call a dual society, i.e. a society in which those who benefit from progress and those who are deprived of it, those who are productive and those who are not, those who are assisted and those who are not co-exist.

I shall not dwell on the harmful consequences, since everyone now knows the temptations to which firms often yield to prove perfectionism in the search for new qualifications, in the excessive raising of the level of skills to fill a vacancy, this having the effect of pushing off the labour market ageing workers and of closing off access to the labour market for young people who are insufficiently qualified from school. It is quite clear that this must be combatted in the training system by giving the necessary training to all.

It appears entirely necessary to me to also work on the three other levels: firstly on the existance of alternative solutions in the routine identification in administrations, in professional sectors, in firms. It can never be repeated often enough that there is nothing to say that a given state of technology does not give rise to necessary consequences in terms of qualifications and employment, that there are often choices to be made and that some of these choices have an exorbitant social cost whilst others make the economics of this social cost exorbitant. Nor can it be repeated often enough that training is not always the only response to a profound change in the production process and working conditions, that sometimes it is not even the response and that the solution may be found in a re-organisation of work and relations in the firm.

Points for exploration

The first aspect which I suggest could be explored more methodically than at present is that which we in France call negotiated modernisation. This term means two things: that modernisation is not only a technological or economic phenomenon but primarily

concerns the organisation of this micro-society which the firm represents, and that this modernisation is negotiated and that the negotiations must relate to the whole field and not merely aspects taken in isolation from this whole because they lend themselves more readily to an agreement. It is this whole we feel it is necessary to work on today and which I suggest doing.

The second point which must be pursued is that which Bernard Schwartz has started exploring in France, that of thinking about new qualifications. It is necessary to re-invent industrial qualifications, and not consider the disappearance of workers and their replacement by people who have several years of higher studies to be some kind of higher will. We must think about the rebuilding of qualifications accessible to the greatest number compatible with the requirements and capabilities of many of our young people and not so young people.

The third point, very closely allied to the one which has just been mentioned, is work on the job itself and thinking about the contents of jobs in conjunction with the content of qualifications so that new jobs are not structured in such a way as to be inaccesible to many seeking a new job or a first job.

The European Europe

This brings me to the third vista, the European Europe. An illustrious Frenchman, General de Gaulle, spoke in a very premonitory way about Europe stretching from the Atlantic to the Urals. This had caused boundless astonishment, people asking by what aberration a line was thus drawn on the map. I am not sure about the relevance of this line, but what we all see is that some divides have fallen, and that others are starting to develop as many holes as a Gruyère cheese, and that a number of values which are dear to us are sneaking in through the breaches.

What then do I allow myself to include under such a tautological formula? First of all the conviction that there is a European culture. It is obvious that this culture is highly diverse from one end of the continent to the other, but if we compare an individual from Minsk or Lisbon, a native from Shanghai, Yokohama or even of San Fransisco, I would claim that the first two of these share more than the

others and that what brings them together exceeds that which keeps them apart.

I would also say that what our societies are pursuing when they talk about training and education is not simply the triumph of a particular idea of social justice, in a more profound way it is the assertation of a certain identity and the promotion of a number of values on which they have been built up: freedom, democracy, a certain sense of culture. All this also deserves our attention when we talk about training, even if in a different way. The solidarity of these ambitions is so strong in my eyes that it would be impossible to talk even briefly about some without talking about the others.

A European culture has to be supported and spread. This takes place through the spread of knowledge of languages and the spreading of a better knowledge of the civilisations of the others. This proceeds through all forms of encouragement to the mobility of people and ideas and across the whole continent.

A programme like TEMPUS, which will take over from ERASMUS and be open to a larger grouping than the twelve, is very much an example of what must be done. I would personally argue in favour of thinking about such forms of exchange with the fewest restrictions possible, both in space and in the populations concerned. Not only, as in the first programmes, students for whom it is to some extent natural and, in short, less difficult, but for people for whom mobility is not self-evident but nevertheless even more necessary.

A second point is the promotion of values which we share. I see at least two of them in our field: faith in consultation and social dialogue as a favoured instrument for solving problems, and faith in pluralism as a resource in tackling and solving these problems.

The third point is recognition of the unity of the European area. It is important that there should be more meetings such as this one which bring together countries from different sub-groupings, that there should also be more meetings with the other end of the continent, that we are able to export our know-how not just to put our future exports on a firmer footing but also because I believe we have a duty to share with others all that we have been able to achieve in access to economic prosperity and the attainment of democracy.

Challenges to training policy

A British historian, who was much studied when I was younger and who has slightly fallen from favour, offered a single explanation for the entire history of human societies: challenge-response. Every society encounters challenges. If it triumphs, it advances, if it is defeated by them, it declines or disappears. He supported this with a vast historical fresco of examples taken from Ancient Egypt and, why not, the colonial empires in the age in which he was writing. He has been slightly pushed aside to the margins of history on the grounds, well-founded I think, that his analysis was over-simplistic and that he reduced complex phenomena to what was perhaps too rapid and one-sided an assessment. I shall nevertheless allow myself to adopt this idea which he put forward many decades ago, pointing out to you that we face three simultaneous challenges today.

One of them is not new: it has been there since the start of the seventies, it is the technological change.

The second is not new either: it is the appearance in the field of the world economy of other world economies. I believe that this challenge has been facing up to us for a longer time, let us say since the start of the seventies and the appearance at the same time of a speeding up of technological change and the first signs of regulation of the energy and international finance markets.

The third challenge is the transformation of Eastern and Central Europe. My feeling is that it is this third challenge which is probably the one to which we must devote most attention today, not only because it is new but because it probably holds within it the greatest hope and perhaps the greatest risk in the short and medium term.

The challenge of a changing European economy

It is of little use to go at length into the feelings which might lead any European to hope for the vision of brother peoples freeing themselves from servitude; the hope is also based on the disappearance of feelings that one could not fail to experience for peace in the face of the division of the continent. At the same time everyone can see clearly the risks which might give the appearance of social upheaval in the face of a forced march towards the market economy, to the reappearance of a phenomenon of balkanisation, indeed tribal-

isation, which often go hand in hand with the decline of empires and which generally promote a sullen future, not only for the direct actors of this phenomenon but for those around them.

We must cooperate, and in this cooperation it is quite clear that the foundation is education. Education is the vehicle for the opportunity of these countries to find standards of living and forms of international relations compatible with what we wish for them and for us. It is on our ability to provide this assistance that will probably hinge part of our own future and our own opportunities to achieve the ambitions of growth in standard of living, attainment of social justice and of harmonious living in a normally calm society. In what area can we act? It is quite easy to identify four areas where things are done bilaterally and multilaterally and which quite providentially bind together our own national and international ambitions.

Firstly, there is everything that tends in the direction of change in economic logic, reminding us that the firm is at the core of things, but this necessitates many concepts being changed, and many forms of assistance provided.

Secondly, everything that entails the social costs. We have paid to know what the transformation of an economy can cost, we have paid with the disappearance or decline of the iron and steel industry, shipbuilding, textiles and many other industries. We have some experiences which we can allow these countries to benefit from and which may perhaps retrospectively enrich our own experience and our own ways of tackling the problems.

Thirdly, there is everything that we have methodically built up and which they so cruelly lack, i.e. the replacement of force with law as an element for settling social problems and the appearance of counter-power, what we call civilised society and is known in Brussels as social dialogue. These are ultimately the same concepts: when we talk to several, each respecting the others and not when a single entity claims alone to say what is right and to impose, whatever comes to pass.

Finally, it is everything that we can do by mobilising our own systems and perfecting them to correct their own gaps.

Clearly these are vast fields, whether it be the decay of health systems, pollution, the existance of considerable shortages in which we have the duty to intervene to cure their weakness while improving

our own level of performance. In short it is everything that relates to the place of sub-continent in the world. If we can do this, I believe that we shall also have contributed towards meeting the second challenge.

As I have said, our greatest resource is skill. We must develop our skills, which are the key to our economic competitiveness as well as to our cultural and political identity, if we do not wish to wake up one fine morning to discover that we are no longer anything more than rather dull clones of a dominant society of which we will have become imitators.

We have to develop both continuing training policy and vocational training policy. Vocational training is in continuing training but if we commit the error of reducing continuing training solely to professional aspects of know-how which can be used in the profession, we could probably not only have restricted the opportuinities for the individual blooming of many people but would also have collectively impoverished our societies and jeopardised the role we could play in the world as a whole.

The challenge of technological change

This brings me to the challenge posed to us by technological change. It can be considered that this technological change does not hold within it in such a clear way as the previous ones all the seeds of alienation on which many analyses and practices have been built up in time. Everyone can see clearly that this change can lead either to a dual society or to a vast opportunity to liberate man from a whole range of servitudes and factors which reduce his opportunity to bloom in the case of a society based on responsibility and autonomy.

This obviously compels us to guide our societies along one path rather than another. Clearly the choice of orientation relates to a whole range of factors and not one alone, but it appears to me to be very clear that the essential factor is the educational factor according to which we shall choose to widely develop or not develop education, to give it a broad definition rather than an excessively restricted one. We shall have caused technological change to act towards individual liberation and collective flowering and we shall

have reduced the risks of seeing it act as a ferment of exclusion and social upheaval.

Credits, guidance and individual rights

I shall conclude on the need to advance along the path of recognition in the 20th Century of the necessity of continuing education and training as something as important as was in the 19th Century the recognition of the necessity of school for children and young people.

This is the direction in which the Community is attempting to advance and not without difficulty. The European Social Charter, which has been accepted by eleven Member States out of twelve, contains a number of advances in this field.

As I have said, we have twenty years of experience of it in France. We have attempted to speed up the pace by launching, on the initiative of the President of the Republic, this new product which is called Training Credit, which is the expression in material terms of the right of each person to have access to training, even if the implementation of this right will naturally require time and the taking of precautions. Other countries, including of course Sweden, are also very advanced in this field. It will be the subject of the third session of our meeting and it will then be appropriate to consistently ask highly complex questions raised by the proclamation of such a principle, of which I quote just a few.

- What vocational guidance systems to set up for people not to be misled and set off in the wrong direction, armed with legal hopes and specific opportunities of realising them?
- Must this right be built on a system of leave? If so, for how long, to do what? Anything at all or simply what someone says is useful, and who will that someone be?
- How is this to be financed? Is it for the public authorities, systems based on the firm, unions and management in partnership through some kind of wage fund? What contribution to make to the personal participation of the beneficiary?
- Finally, how to regulate the situations of returning to the company after this qualification obtained via a route which the company itself had not perhaps mapped out and recommended as the route to follow?

In many countries, in any case in France, we have a situation completely divided between what we call individual training leave, i.e. recognition of an individual right controlled by the future beneficiary and by him alone, and alongside this what happens in the company, because of the wish of the company, and we call this the training leave. Virtually everything we have been doing for twenty years goes towards a fairly strict separation of these two fields.

The question which must be asked is whether it is not a complete error today to separate in such a radical way and if access to the maximum training for the largest number of people under the best possible conditions does not entail the combination of the two types of responsibility and fields of exercise of the right – in other words, the search for a kind of overlaying of individual initiative and the wish of the firm, a different sharing of time than that imagined twenty years ago. Twenty years ago the aim was to finish with work in the evening or weekend and we used to say: training is something to be taken in work time and only in work time, and it must be paid for by the third party. One of the questions which must be asked is how relevant this analysis is today and whether we should not argue differently with regard to the sharing of time and finance.

Finally I come to the end of my speech. I suspect that you must have found that I have tended to escape from the framework originally suggested to me. If this was the case, I would apologise humbly and would put forward an argument in my defence. You have locked us away on an island and on this island you have built an enclosed room. We cannot see the sea or even the tiniest blade of grass – except that we dream a little and the form of escape in dream, after all, has something salutary about it. It is excellent for combatting intellectual frustration. Thank you for listening. ■

Issue Paper

Opening session

New Horizons of Learning in a Changing European Economy

Introductory comments

Governments and the social partners have accepted the vital economic role of investment in the development of human resources. The major current priority in this field is to achieve a significant improvement throughout Europe, and in all sectors in the quantity and quality of the training and retraining of the labour force. This is now recognised by governments, the social partners and international agencies and organisations because of

- The demographic shift in most Western countries leads to a shortage of young workers and the need for a systematic upgrading of older workers, immigrants and women.
- New technology, the development of new occupations, including the transformation of old ones, and the expansion of certain sectors are resulting in expectations of a higher level of education and vocational skills within the labour force.
- The shift to a more knowledge-intensive and service-oriented society entails more specific basic knowledge and education, and also a high degree of flexibility in most types of jobs.
- The risk of the polarisation of the labour market increasing skill gaps between different generations and social groups in society calls for more conscious education and training policies.
- A more open labour market on the European scene, and an increased labour force mobility within and between countries stresses the need for better designed and coordinated systems of continuing education and training. There is also a pressing need for increased transparency of the skills and competences gained, and for the widest possible mutual recognition of qualifications.

- Increased attention on long-term unemployed, refugees, functionally disabled, persons with early retirement benefits, etc, leads to a greater demand for joint social, educational and training policies.

The growing multi-culturalism in most Western countries makes "second language policies" a necessity both for active citizenship and productive work.

Finally, an increasing competitiveness in the world economy calls for the development of national strategies to promote investments in human resources in order to combat the growing skill gaps in society. The increased importance of the education and training of the labour force raises a number of policy issues for all parties concerned, not least for governments.

Given this, the purpose of the seminar is to provide a forum for government representatives of the EC and EFTA countries to exchange views on such issues and specifically to

- discuss the characteristics of some major policies, relating to the education and training needs of the labour force,
- compare different approaches to ensure right and access to education and training for all, and
- evaluate the impact on education and training policies of different models, aiming at a better learning situation for various groups of adult learners, with special focus on the workplace as a classroom or learning environment.

Session 2

Policies for Achieving Human Resources Development and Lifelong Learning in a Changing Labour Market

One of the most urgent policy issues in the context of a changing European economy is to encourage investment in human resource development, and to find new ways for continuous up-grading of the knowledge and skills of the labour force. To design policies with this aim is no easy task.

Firstly, it is necessary to anticipate and define what kind of skills and knowledge that have an impact on the future competitiveness of the workforce.

Secondly, it is important to develop strategies for how learning options should be distributed over the life-span and in different life settings, such as work, public adult education, corporate-sponsored training and different forms of on-the-job learning.

Thirdly, there is the issue of division of responsibilities between governments and the social parties on the implementation of these policies.

The first challenge has to do with future skill profiles and curriculum content in adult education and training. In most post-industrial countries, it is necessary to achieve a high and equally proportioned level of education. Not only technicians, specialists within engineering professions and administrators are privileged users of so-called cognitive skills. There is also more and more need for vocationally-trained workers to acquire *intellectual skills*, i.e. the ability to *solve problems and find new solutions* in face of changes. Furthermore, there is the mission of finding a constructive balance between learning for productive work and for active citizenship and free human thinking.

The second challenge relates to the need for a broad expansion of opportunities for further education and training of adults. There is an increased interest in *redistribution of learning options through the life-span* as a consequence of the shortage of young and well-educated labour. Special attention also has to be paid to the training of women, immigrants and the unemployed in order to bring them into the labour market.

The third challenge concerns *what should be the role* of the public sector and of the private sector as far as providing education and training for adults is concerned, and how public and private measures should *interconnect*. Inherent in this is also the question of the balance between general adult education measures, more specifically vocational training and job-specific training, developed and paid for by companies.

One feature in this respect is the increasing role of the private sector in education and training of adults. In many countries, there now seems to be a situation where investments in education,

training and staff development by the corporate sector exceed the public funds made available for adult education and training.

Another development in the same direction is that there seems to be a shift in attitudes concerning learning at the workplace. Learning-associated job organisation and work environment ("learning enterprises") is being discussed more and more. Consequently, there is a change in emphasis from *time off from work* for studies to *time for learning* as an inherent part of the job or vocation.

A third development is the emergence of a training market where different providers offer their education and training services.

These and other trends raise a number of questions concerning the interrelationship between private and public adult education and training. As a way to discuss the policy impact of the changes and challenges noted above, it is important to try to identify the various policies for the education and training of the labour force being practised, and look at their effectiveness. Under each of the following headings, there are concrete examples of strategies or patterns that can be identified.

A. Recurrent education as a comprehensive policy strategy

The main feature of this policy approach – which is practised in the Scandinavian countries among others – is an overall integration of alterning education, work and leisure over the total life-span. An often inherent part in this approach is a large portion of public general adult education. Further, it has a strong emphasis on educational leave of absence and study assistance for adults.

B. Continuing training of adults

While the recurrent education model implies the whole education system, this model is mainly focussing on the need for training and skill-up-grading of the workforce. It implies institutional arrangements with various forms of collaborations between public vocational training programmes for adults and training provided by employers and trade unions. The recent developments of customised or sponsored training programmes create a more flexible context for joint programmes by different providers.

C. Employer-sponsored programmes ("corporate classroom")

In recent years, many large enterprises have established – on their own or in partnerships – schools or universities to meet the education and training needs of their employees. Sometimes these establishments are of a more traditional character, but often they make extensive use of different kinds of new information technologies. The EC programme COMETT offers some prime examples in that respect.

Some of the larger enterprises are providing most of their training on an in-service basis, while the smaller firms have to rely more on customised programmes.

D. Learning work organisation ("learning enterprises")

This policy approach concerns the value of the notions of education and training as such. Instead of sending the employees to external training or in-service programmes, the attention is oriented towards the creation of a work organisation and job design that stimulates learning as such. In this last category, we find policies focussing on the notion of *learning enterprises, skill formation and industrial development.* Inherent parts of this policy are an increase of the number of learning jobs, job-inherent learning time and a cohesive work team, trying to cope with problems and new situations in a creative manner. An interesting example of this approach is the Japanese system of *life-time-employment* with its strong focus on learning at the workplace.

What are the effects and comparative advantages of the different policy approaches? Are there elements that are more important than others? Can they be merged into one comprehensive model for continuing education and training? There is a strong need to clarify and discuss issues like these, and in what ways the different policy models contribute to a highly qualified and competitive European workforce.

Session 3

Right and Access to Training and Education in Post-Industrial Societies

The right and access to *continuing education and training* has emerged as a major issue in the discussion on raising the competitiveness of the European workforce. In some countries, Sweden for one, there already exist schemes to ensure such a right, while other countries have opted for not taking action in this respect. To some extent, this has to do with differences in the general approach to continuing education and training and the way in which it is organised, but it also reflects differences in political attitudes.

One main concern in the ongoing discussion is the interrelationship between an instituted right to education and training and other measures. On the one hand, such a right is seen as more or less a precondition for making investments in continuing education and training effective, and on the other, it is looked upon as a measure that might have detrimental effects.

With this in mind, this session is aimed at trying to clarify the issue and discuss the experiences that some countries have gained in applying right to education and training schemes. Generally, such schemes have three main components:

- right to be provided education and training. This right can be detailed to include such things as curricula, teaching, diplomas, guidance etc.
- right to leave of absence for education or training. This right could be instituted either by legislations or through agreements between the social parties.
- right to financial assistance to be able to take advantage of the right to leave of absence.

The rights to leave and financial assistance could be conditioned in different ways, for instance:

- the kind of training programmes and courses that the rights can be applied for (type of programme, content, duration etc).

- the linking of rights to education and training to learning contracts implying that the employee has to stay at his or her employer for a certain time.

What are the pros and cons of the different approaches taken in the EC and EFTA countries concerning the right to time off from work for education and training? How do the different policies in this respect relate to overall strategies for continuing education and training?

Right to education and training schemes are often designed with the recurrent education model in mind. How can this right be applied in other models as, for instance, the HRD-model with its strong integration between work and learning, i.e. the notion of learning enterprises?

The transformation of the European economy does not only concern the skills and competences of the workforce but also the role of the individual as an active citizen in a democratic society. There may be some benefit to approach the issue of right and access to education and training with both these aspects in mind.

The *civic and general education* component of lifelong learning or continuing education and training is, it can be argued, more a matter of public interest and, henceforth, something that can be guaranteed through legislation. The right and access to vocational training and skill development can then be looked upon as more of a major concern for the social parties. Accordingly, it can be seen as more fit to be dealt with in contracts and agreements between the employer and the employee and their organisations. However, is there a rationale for such a distinction? Can there be drawn a distinct line between what can be considered as *general education* and *vocational training* for adults?

Another important issue related to the right and access to training is to what extent labour market schemes for unemployed adults could be used as a financial source for adult studies. In Sweden, this issue is currently discussed as part of the full employment policy. In some EC and EFTA countries, negotiations between the social partners have led to training clauses being included in general employment contracts. In general, have such clauses proved to be an efficient way of ensuring workers right and access to education?

Session 4

The Adult as a Learner: Towards New Trends in Workplace Learning

Research and innovation in adult education has, until recent years, to a large extent been concerned with issues of motivation and recruitment in the context of social, economic and geographical barriers. In a time when adult learning is moving from the classroom to the workplace, there is a growing need for a redefinition of these perspectives. More attention has to be paid to the attitudinal and cognitive parts of the learning process.

Which factors in the work organisation and job content stimulate and facilitate learning? What is needed in order to create better links between on-the-job learning and various options of off-the-job learning and external training. Which new teaching and learning methods can be used?

The broad range of different skills and competences needed can not be met within a unified system but a system with a good measure of flexibility and openness in the organisation. There is also a need for readiness to try new organisational patterns and forms, where various organisers work in conjunction with each other. What experiences have been gathered from external studies and new technology in, among other areas, in-service education? In what way has commissioned education influenced the possibilities adults have for learning?

To what extent is is possible to be more responsive to learning needs at the community level? To what extent could a more *equal provision of education be developed within the context of new learning technology*? What kind of organisational renewal is necessary to create a more flexible system of training management? What patterns of *institution-based cooperation* could be aimed for in order to make better use of already available resources? What combinations of *education level at time of employment, on the job-training and off the job-training* should be aimed for?

Given this background, it is a major mission for the seminar to identify and discuss the impact of various models of adult learning for and at the workplace such as:

- The use of distance teaching, interactive video, computers and fax in order to create a new infrastructure for vocational training and occupational up-grading.
- Experiments to increase basic skills and computer readiness for disadvantaged groups.
- Rotation systems with alteration of work, studies and learning.
- Joint ventures between public and private interest to provide labour market training at the shopfloor.

A sub-issue focusses on the *quality and enduring effects of different learning initiatives on the workplace.* How should teacher training be organised within adult and vocational education? Which innovations in teaching and learning could increase productivity in the educational process? Which relevant cases could be found relating to distance education as a part of continuing vocational training? How could increased provision of *customised training be used as a flexible bridge* between the providers, the employers and the employees as learners?

Concluding session

Perspectives for European cooperation in the field of continuing education and training. ■

Seminar Report

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Background

This first high-level seminar, bringing together representatives of the EFTA countries and the Member States of the European Community, together with the EFTA Secretariat, the European Commission and the OECD, took place against the background of the two major political phenomena, both of which could clearly be seen profoundly to affect thinking about the labour market, as well as the relationship of learning to its evolution. They were:

- progress towards the achievement of the Single European Market at the beginning of 1993, and its consequences not just for the twelve Member States of the European Community, but equally for the economies and citizens of the six EFTA Member States
- the massive political and economic changes in Eastern and Central Europe, offering both new markets and new social and economic reponsibilities, but above all the potential for a Europe totally different to any that could have been envisaged even one year before.

Both of these factors – comprising in each case both known and completely unknown elements – were strongly reflected in both the presentations and the discussions within each of the five sessions of the seminar. The seminar was brought together because of these changes, and because of the parallel feelings that the two groups of states have things to teach each other and to learn from each other, and that, regardless of the immediate political future of the relation-

ship between the two groups, many companies and sectors within them will inevitably be linked. There will be some common interest in their efficiency, to put it at its lowest.

To some extent, the two groups could be seen and heard coming together across a divide of language – the technical language of the subject matter. From the start of the planning process, the interest of the European Commission was defined as being in 'continuing adult vocational training'. That of the EFTA countries was defined as 'continuing education'. Both were taken to mean continuing learning, and could therefore be regarded as interchangeable. On the other hand, the one underlined a continuing public faith in the educational tradition, the other a determined and somewhat pragmatic focus on the economic realities of efficiency, and the need for individuals to assume ever greater responsibility for retaining employment for themselves throughout their working lives.

These great political and economic considerations were complemented in the fields of learning and its provision through the medium of vocational training by a further set of important factors – factors which, as more than one speaker and several participants pointed out, were signposts for significant differences in the ways in which manpower issues (now frequently called "human resource issues") are treated in the 1990s, as compared to their treatment in the 1970s and the 1980s. Participants quite frequently referred back to discussions about lifelong learning which had taken place in the 1970s. Generally they referred it then as 'continuing or recurrent education'. In the 1990s it was acknowledged that the focus for lifelong learning was more and more 'continuing vocational training'.

It was particularly interesting to note that the real focus of this discussion when it arose was the targetting of learning on the most important needs of the individual. Clearly theese had changed to the extent that the 1990s had brought with them a fresh consensus about the importance of efficiency at work, and the need for occupational flexibility and choice.

Major Themes

The common theme of the seminar was the shared view of all participants of the necessity of finding means of ensuring access for all to continuing training and lifelong learning. This was articulated both as a basic requirement to ensure the efficiency and the competitive edge of European industry and commerce, and as a desirable right for all adult citizens.

Behind all the discussions of this theme, and of the different policies and training measures devised by the European Commission, by Member States of the EC and of EFTA, and by companies in both trading blocs, lay an understanding that the rapid rate of political and economic change throughout Europe and the world gave special urgency to the need to equip individuals to the very highest levels.

A number of factors of change were set out for participants in the issue paper included in this Final Report and the other introductory papers: a review undertaken by the Commission of the EC of continuing vocational training in the EC Member States; *Education and Training of the Labour Force in the EFTA Countries*, a report prepared for the seminar by Lars Arvidson and Kjell Rubenson, University of Linköping, Sweden; and policy documents from the OECD/CERI project *Technological Change and Human Resources Development : The Service Sector.*

At the end of the seminar three major themes had emerged as being of overriding interest and concern. They drew in one way or another from the issues set out in the introductory papers, and were previewed or dealt with in the keynote speeches of Mr. Göran Persson, Minister for Primary, Secondary and Adult Education for Sweden, and Mr. André Ramoff, lately Délégué à la Formation Professionnelle, at the French Ministry of Labour, Employment and Training.

These three major themes referred to:

- ***Access to adult continuing education***

  Special attention was paid to the access of the individual to continuing training and lifelong learning, and the need to assure and underpin access with legal and other guarantees, and with new

approaches to training and teaching, and relevant new qualifications.

- ***The competence level and competitiveness of the European workforce***

  One general issue concerned the stock of qualified manpower and the structure of its qualifications as the major strategic issue for every European state, and for both the EFTA and the EC. Another issue related to the distribution of this competence within and between countries in the perspective of a wider Europe. The new situation in Germany was taken as one example in the discussion.

- ***New forms of partnerships***

  Finally, the new relationship has to be defined between continuing training and productivity at work, leading to a clarification and redefinition of the role of enterprises in training. Within this context forms of partnerships both with governments and with educators were discussed, all amounting to a new deal in training for the individual and the enterprise.

These key themes arose as being of strong common interest to all the very different states represented at the seminar. They were all pointed up in advance in the introductory papers, and in the discussions which led to the invitations to the contributors and to the participants. It was interesting that even a group as diverse a the one which took part in the seminar did not challenge or significantly add to the scope of the themes. These were merely clarified as the seminar progressed.

It would have been possible to deal with them in many different ways, but it was interesting to note that of the many strategic levels at which the debate could have been pitched, the pre-occupation remained the supra-national level, despite the fact that national, regional and sectoral policy issues were discussed. This tended to underline the impression of enterprises shifting more and more to a transnational focus, and of individual employees and governments in the training policies following suit.

Theme One:
Access to adult continuing education

The strategic importance of this issue for the labour markets both of the EFTA and of the EC Member States was underlined by Mr. Göran Persson in his keynote speech, especially what the renewal of the workforce was concerned:

> "The Swedish school and higher education systems supply the labour market with a new cohort of well-educated young people every year. But the 100,000 people in question are still rather few compared with the 4,5 million people on the Swedish job market as a whole. If we are serious about investing in people's professional know-how and skills, we cannot overlook all those who are already part of the workforce and will be there for many years to come. In principle, these opportunities should be available to all employees."

A good deal of the discussion in the seminar focussed on the twin issues of,

- how to motivate and persuade adults to seek and benefit from training, and
- how best to train them, and therefore, which pedagogical approaches require investment and development?

The benefits of finding solutions to these questions were illustrated in the following anecdote, presented by Mr. Jean-Yves Terrier, UNICE :

> "In an average branch (about 500 people) of an industrial group, we had four years ago a sales staff which had reached the limits of its competence. Their performance was seriously evaluated, they had all received commercial, administrative, management and ad hoc communication training, their technological background ensuring that they were competent, and those who were suitable for promotion to management posts had been promoted. There was no alternative therefore to recruiting outside to fill these posts. This was beginning to create a serious malaise.
> We therefore asked these members of the sales staff, who wished to accept the challenge and apply for management posts, to do so. Ten out of a staff of about sixty did this.

We offered them the chance to undertake personal development programmes based on their deficiences, whether a lack of self-confidence, of autonomy, of initiative, or of a sense of responsibility.
This self-questioning was painful. The training programme lasted for a year and half. At the end of this time one person had given up, one had failed, and eight were declared suitable for promotion. Out of ten 'incapable' people, eight had become 'capable' and maybe the last two had only had their promotion postponed."

It was clear from the discussion that the principle of the need for greater emphasis and investment in continuing training was accepted fully, not just between the sponsors of the seminar, but also between enterprises and unions in all the countries represented. It was said that the argument was not at all about the principle of needs, but about the method of corresponding to them, and about the cost.

This prompted a series of questions to the seminar from Mr. Hywel C. Jones, Task Force Human Resources, Education, Training and Youth, Commission of the EC:

- "Could there be a new deal, a new partnership, a new joint venture for the 1990s between all the different actors, the services, the education and training organisations, the public and the private sectors?

- How could things be organised so as to put the highest possible priority on the development of people?

- How can we see to it that design of training systems ensures sufficient impact on a sufficiently large number of people?

- How can we make arrangements, particularly on the part of employers, which are not just constructed to answer short-term training needs?

- How can we ensure a degree of professionalism amongst whoever is delivering continuing training?"

Not all of these questions were addressed directly, let alone answered, but a number of inherent problems were identified and discussed. For instance the common difference of approach between unions and employers, with the unions seeking training and educational release, and employers taking the view that workers cannot be spared at all from productive work at a time of labour or skill shortage, and that somehow some kind of learning work organisation will need to be developed.

Mr. André Ramoff broadened the discussion of access by pointing at the main characters of different systems of education in various European countries. The systems of continuing adult education should open themselves for "all those who spontanteously are not able to express themselves fully in the educational system and in the labour market as it operates.". It is clear, he stressed, " that the aim of full employment, which unfortunately is still unattainable in many of our nations, could not suffice. It is freedom of access, freedom of choice, better employment that we must move towards. This is done through a deepening of our thoughts on this idea of a second chance, which obviously also applies to the objectively disabled population, whether their disability is physical, intellectual or social."

Finally, Mr Ramoff underlined "the necessity to combat territorial inequalities which pre-exist, the willingness which some States have shown to build something together and which spontaneous economic development does not obstruct but sometimes aggravates."

Conclusions

From the discussion, it was suggested that the continuing adult learning weapon would rely for its effectiveness on:

1. Not merely conventional manpower planning, but strategic planning capable of anticipating qualitative requirements, and attuned to demographic factors, regional disparities, and the needs of specific target groups and industrial sectors.
2. Employment and training policies based on a new formula of individual and company needs.
3. The readiness to tackle the problems of the exclusion of certain groups from the labour market and its benefits at all levels – Community, national, regional and local.
4. An understanding that equality of opportunity is not yet by any means achieved, and education and training for adults will play an important role in improving the situation still further.
5. There must be a readiness to distinguish between the needs of

young people and adults in terms of the content of the training offered to them, and the training methods employed with them.

In the concluding session of the seminar the General Rapporteur, Professor Werner Clement, focussed on the risk of a dual European society with increasing groups of marginalised citizens, something which calls for a new adult education strategy:

"The number of people in what we used to call the marginal groups is now disturbingly large. The excluded certainly do not constitute a small minority... but what impact we will be able to make on the equality issue remains to be seen. There still remains the dichotomy between the so-called welfare state perspective and what market forces are assumed to be.
There is some, but in my view not much convergence of these points of view, and I do not see any real advance even at this conference. It is still not clear what policy mix is needed in order to achieve the objectives of greater overall participation, of targetting certain groups, and of enhancing customer-oriented efficient education and training."

Theme Two: The competitiveness of the European workforce

The keynote speakers underlined this point graphically:

"Labour market policy in the future should have even greater links with economic policy, and it must have substantial resources so that it can fight both unemployment and labour shortage, and play an active role in the permanent structural changes in industry." *Göran Persson*

"Our wealth, as eveyone knows, resides in the skill of the men and women of our countries. It is this skill that Europe historically has been built up on and which sets it apart from the other nations of the world. ... This gives rise to a second consequence, which is that skill must be spread everywhere. It is impossible to imagine skill being monopolised by a few elites ... The principle of spreading skills and raising the level of qualfication is one of general application." *André Ramoff*

The issue was clarified by a number of important strategic considerations:

- Skills are first affected by technological change, then the whole relationship of people to their jobs is altered by consequent economic change.
- The distribution of educational and training opportunities is too important to be left entirely either to market forces, or to the social partners.
- Education, training and learning by doing have a crucial effect on the well-being of the economies of all developed countries.
- The plight of those outside the labour market is an issue of economic importance, as well as one of social concern.

And the role of technological change was strongly underlined:

> "We are witnessing the spread into the whole economic fabric of these new technologies which, although they are penetrating to a greater or lesser depth depending on the type of activity, are found everywhere... It is thus a phenomenon which is changing the content of professions everywhere and which therefore has consequences for all firms and for all workers."
> *André Ramoff*

These issues were illustrated by accounts of a number of approaches at international and national levels. At international level, the European Commission provided information about COMETT, its programme of university-enterprise partnership (which is now open to participation from the EFTA countries), and FORCE, its new programme which began in January 1991, designed to help and influence the improvement of the quality and the quantity of continuing training with enterprises of all sizes, but especially in small and medium-sized enterprises, where current training provision is generally weak.

International action programmes

FORCE

FORCE will develop as a partnership exercise between enterprises, public and private training authorities, the social partners and the European Commission. It will focus on two overriding objectives:

- influencing the policies and plans of businesses, unions and Member State to ensure a higher priority for access to continuing training for all workers, and to encourage the development of the programmes and learning tools, which will make that possible;
- encouraging and supporting innovation in an activity on which too little developmental work has been done, and providing the means, through a European network, to pass good practice from large to small businesses, from strong to weak sectors, and into regions and labour markets where investment in training is at its lowest.

FORCE will operate through

- *a sizeable exchange programme* directed at trainers, managers of training and human resources, trade union and worker representatives, and those in public and private training organisations,
- *a range of transnational pilot projects*, concerned with the planning of continuing training, and the development of new qualifications,
- *a number of research opportunities*, and
- *a funding link with the European Structural Funds through the new EUROFORM initiative*, which will actually help finance increased training activity within specific projects in regions eligible for high priority within the Community.

COMETT

COMETT is a practical programme of university-industry cooperation concerned to bring the two together to think and to work on the implications for training at a high and technical level of technological change, the advancement of knowledge and the evolution of working and learning structures as they affect training needs.

It offers financial assistance for three basic kinds of collaboration:

- *University-industry structures* in the form of regional and sectoral consortia. In COMETT 1 there are about 120 such consortia, two-thirds of them regionally based, and the other third positioned in different technology sectors

- *University-industry exchanges* of both personnel and students undertaking work placements. At the time of the seminar there were around 3,700 student placements, and 100 personnel exchanges annually
- *University-industry joint training projects*, where transnational groupings of firms and universities develop training materials. There are about 300 such projects.

From the COMETT experience, four important conclusions were presented to the seminar regarding relationships between universities and industry:

1. The importance of *continuing training*, where technological change plus a static, if not stagnant workforce forces industry's hand. According to one German analyst, the labour force is becoming older, more female, and more qualified. Each of these factors gives rise to immense training needs.
2. The need to develop *a long-term dialogue* between universities and industries, so as to define and supply future needs.
3. *Making on-the-job training places available* to improve the performance at work of young graduates.
4. *The importance of cooperation through sharing technology*, especially where companies have technology beyond the reach of universities, and vice-versa (particularly in the case of smaller firms).

National strategies

The Swedish model

At a national level, the role of continuing training was illustrated by the Swedish model of the active labour market, a policy both for times of economic difficulty, and for times of economic strength. The key to the policy is that it should affect both the strong and the weak within the labour market, and that in conditions of rapid change it should be used to tackle skills shortage by expanding the labour force and extending its skills. In this way it should also help act against the inflationary spiral.

Within this active labour market, adult education and labour market training (mainly retraining) involves 2%–3% of the labour force per year.

The positive effects of this policy have been felt specifically:

- in the modernisation of the shipbuilding and steel industries,
- in the employment opportunities of the handicapped,
- in the rate of employment of women in the economy, the highest amongst the OECD countries.

The essence of the policy is to be seen in the relationship between national expenditure on income maintenance and unemployment benefits (inactive payments), and measures to get people back to work, and to train them when they are there (active). Recent OECD research material has shown that in most countries some 70%– 80% of the labour market budget is spent on income maintenance, and no more than 20%–30% on active measures. In Sweden the ratio is reversed: more than 70% on active measures, and less than 30% on income maintenance.

In the current climate, an increasing proportion is being spent on job training, and the amount in income support is diminishing further. This is justified by the fact that, in terms of percentage of GNP, it is no more expensive than a passive policy would be and it creates a better labour supply, better adapted to current demand.

The Irish strategy

A second example was the strategy implemented by FAS, the Irish Manpower and Training Agency – in effect a series of targetted measures addressing known weaknesses in the Irish human resources situation, including:

- only some 21% of Irish workers are receiving formal training at any one time;
- in two-thirds of very small companies, no training takes place at all;
- average duration of training in Ireland is low, around 7 days;
- some 30% of Irish managers receive formal training; in many other countries the level is as high as 50%.

Ireland has something of a dual-track economy: larger multinational companies, very much oriented towards export, and an indigenous economy of small firms, largely trading within Ireland. In the light of this, Irish strategy has been conditioned by two concerns:

- that the projected increase in economic activity should not be curtailed by skill shortage;
- that the level of training in the indigenous sector of the economy should be greatly increased.

The measures taken include:

- the creation of a national manpower forecasting unit within FAS,
- an increase in the capacity of FAS skill training programmes by 20%.
- measures to help small and medium-sized firms (the Industrial Restructuring Training Programme);
- subsidies for recruitment of graduates into firms unable to afford them but which require their skills;
- a doubling of management training resources over the next few years.

These measures taken together will have increased the numbers of people receiving training supported by FAS from 16,000 in 1989 to 32,000 in 1990. FAS also foresees the need over the next few years to make apprenticeship more flexible in its form and its content, and to achieve recognition of FAS certification throughout the European Community.

Equally targetted measures are planned for those who are currently excluded from the labour market:

- in partnership with the education sector, a Youthreach Programme: 17 months of linked work and training for those who have left school without qualifications;
- a virtual doubling of retraining for short-term unemployed over 25 years old.

The British approach

A further national approach was illustrated by the training approach taken by the United Kingdom Government.

It was stressed that the British system is based on an assumption of voluntarism and private initiative, backed with some government support. This is based on an education system where compulsory education is provided until the age of 16, and voluntary education thereafter. Although individuals do not have actual rights to access to education after the age of 16, in practise there is access for all those who meet the qualifications requirements.

In training, it is more complex. The Government takes the view that vocational training is essentially the business of employers, and has moved away from the system of statutory industrial training boards backed by a levy/grant.

The Government guarantees the training of two specific groups – young people, for which it has set up Youth Training providing up to two years of training for young people who do not continue with education at the age of 16, and Employment Training, which provides a training and work experience guarantee for all 18–24 year olds who have been unemployed for between 6 and 12 months.

The Government has taken the view that there is no great problem about the volume of training being provided, but that much needs to be done with regard to its quality and the way in which it is targetted on need. A 1986/87 survey indicated that within the UK some £33 billion was spent on vocational education and training, and that some £18 billion of this was spent by companies themselves.

Two instances were cited in which companies and unions have reached collective agreements in which continuing vocational training plays an important role:

- A 4 years pay and productivity agreement signed in 1988 at a Metal Box plant, based around a modular training scheme with pay increments tied to satisfactory completion of training modules;
- Ford and the trade unions representing the company's 44,000 employees have agreed an Employee Development and Systems programme, which offers financial assistance to employees in a

wide range of courses and other opportunities for personal and career development, education and training.

Crucial to the success of both private and public schemes will be the completion of *the reform of vocational qualifications.* This is aimed at ensuring that all vocational qualifications will be within a single understandable framework, and that each one:

- reflects assessment of practical competence, as well as theoretical knowledge;
- can be awarded regardless of how the required standards were attained;
- are more accessible to the individual, with clear routes through the system, helping progression from one level to the next.

The aim is that the new National Vocational Qualifications should be available to 90% of the workforce in 1991.

Finally, the Government has reformed the delivery of training by setting up and providing finance for 92 Training and Enterprise Councils in England and Wales (in Scotland they are called Local Enterprise Councils, and have slightly different remits, and in Northern Ireland the system is different). These TEC's are run by boards comprised mostly of local employers. Their job will be to identify local training needs, and help provide services to meet them, and to tailor government training schemes to local needs.

Manpower training in Greece

There has been a considerable expansion of training within companies in Greece, as a result of collaboration between the Greek Manpower Employment Organisation (OAED) and a growing number of firms.

In 1981 OAED launched a new joint programme of labour market training and on-the-job learning jointly funded by firms themselves, OAED and the European Social Fund. In that year only one firm took part. In 1985, 46 firms and 2,630 people took part, and in 1989 the numbers had risen to 2,080 firms and 64,000 adult workers.

New demands in the Finnish labour market

Finland on the other hand, has also experienced considerable increases in the provision and take-up of adult continuing education and vocational training. But this has taken place against a very different background, and the reasons for it have been somewhat different.

The Finnish labour force – small like that in Greece – is facing predictions of labour shortage for its industry. It is also a country in which it is considered that too high a proportion of its current workforce is educated to too low a level. This has resulted in a situation in which it is generally accepted that, whereas firms themselves should pay for work-related continuing training and retraining, the State should pay for other forms of continuing education.

Vocational training is not covered by any one specific piece of legislation, but is touched on in a number of different acts. Particularly interesting for the development of training within firms is the *Act Concerning Cooperation within Undertakings* (1978/725). Within this act, the Finnish Confederation of Employers and the central employee organisations, and the Employers' Confederation of Service Industries and its central employee organisations have agreed on detailed educational plans being discussed at enterprise level. The agreements deal with different types of training, and also with the structure and content of what is offered.

Conclusions

These strategic issues were the focus of a good deal of discussion from which emerged a number of specific points of wide agreement and interest:

1. The development of a new strategic approach to the extension of continuing vocational training will demand *a more systematic and coherent sharing of the cost burdens between the public and the private sectors.*

2. This must be linked with more sophisticated combinations of on-and-off-the job education and training, probably combining a range of different learning opportunities and places of learning – *a kind of alternance for adults.*

3. Private companies cannot leave too much of continuing training to the public sector if they want to ensure that it includes the skills and values they want to see used in the workplace.
4. The public sector clearly needs to take on responsibility for adult training which is designed to combat exclusion and to provide retraining and a new career focus for individuals affected by structural change.
5. Education and training need to be regarded as essential components of active and forward-looking local and regional economic development policies.

The General Rapporteur, Prof. Werner Clement, finally stressed:

"There is no disagreement as to the public provision of education and training for the excluded in the form of remedial compensatory education and training. There is no disagreement about the active labour market in the Swedish sense of the policy. There is no disagreement about the necessity to increase the level of general education, and one could even find some sort of agreement for the need to train entrepreneurship.'
'On the other hand it is much more difficult when it comes to targetting certain groups or areas. Structural adaptation... modernisation, the need to supplement technological programmes... the need to counteract regional imbalances: in all these, and in similar areas, public intervention may be necessary, but within the new rules of the learning enterprise... the key words for this situation are *education and training markets*.'
'Thus, public provision and finance has to accept market-like conditions, and if there is to be something which resembles a true market, then all the participants should be enabled to compete on comparable grounds."

The need for more research and new knowledge on the concepts of competence and competitiveness was also very urgent for Mr. Clement:

"We are still not sure after 20 years of research that more and better education increases competitiveness through more productivity and better products... We can all benefit from what the French call 'the measle economic view' – that is, something in between the micro and the macro. And that leads us to the heated debate about large companies and small and medium-sized enterprises and their training needs. The majority of speakers in the seminar quite clearly favoured special measures and training incentives

for small and medium-sized enterprises. This was challenged, however, by the fact that there may be quite significant education and training content already in small and medium-sized firms."

The game of competitiveness is, however, not only an educational value. It has, as Mr. Ramoff underlined, a wider cultural meaning:

"It is not merely a change in professional qualification and in the exercise of the profession, but at a deeper level a change in the relationship between man and work."

Theme Three: New forms of partnerships

Furthermore, there is a need for a clarification and redefinition of the role of enterprises in training, and of their partnerships both with governments and with educators – amounting to a new deal in training for the individual and the enterprise.

"It is clear that the rate of technological change, the depth of the transformation in the economic landscape... assumes the closest collaboration possible between public bodies, firms and the organisations representing them, and finally of course the trade-union organisations without which nothing could be imagined in a field that concerns our top managers and, hour by hour, the workers in their daily lives and in their future."
André Ramoff

This central theme was illustrated powerfully by a number of case studies, and by the evidence from many contributors, and from participants from most of the countries represented.

Examples of corporate cases

Volvo – making the production plant the focus for lifelong learning

In Sweden, it was made clear, it is not all that easy to persuade people to go to work in manufacturing production. In fact it can only be done by turning the workplace into a learning organisation. To this end, the Volvo plant in question has,

- done away with hierarchies,
- created teams to make complete cars, so that the production line has disappeared, and

- established that the only qualification required to be a car builder is a driving license.

It is worth noting that 43% of the workers in these production teams are women.

Building each car is a collective responsibility, which makes it difficult if there is absenteeism. But the aim is that each worker should have the skill to build an entire car – only 12 workers have achieved that diploma.

The basic training of each team takes around three months, and training services are purchased on the open market, even though Volvo has its own human resource consultancy (it competes freely on the open market, both for work inside Volvo, and for any other work).

So far, despite its many obvious benefits, this factory cannot demonstrate that it is as efficient as others where work is organised on a traditional conveyor belt.

SAS – Competence 2000

SAS, Scandinavian Airlines, with 22,000 employees (reduced in 1991) has a problem in defining the wide range of training needs of its workforce.

In the past most training needs have been defined on behalf of the workforce by highly-qualified people, and this has resulted in poor focus, and a good deal of irrelevant training taking place.

SAS recognises that in a service industry their only resource is their people, so they need to be well-paid, and they can only compete on the basis of high quality. They need to have people who give good service by being capable of lifting the individual passenger out of anonymity. SAS has therefore undertaken, with the Danish Government, a project to use the whole of the labour force to define their own training needs.

CIM Centre, Austria

Computer integrated manufacturing (CIM) is the integration of applied information technology into the manufacturing process and its related fields. These include computer aided engineering, production planning and controlling, and computer aided manufacturing.

Clearly, new forms of qualifications, and multi-skilling involving the use of a range of qualifications, are essential.

CIM Centre of the Institute of Economic Promotion at the Vienna Chambre of Trade provides participants, most of whom currently come from firms concentrating on mechanical engineering and metal working, with a choice from a wide range of training programmes. If the specific needs of participants cannot be met through the existing stock of programmes, new courses are developed and designed so long as there are at least six or eight students interested in them. Progammes can then either be delivered within the firm, if the right facilities exist, or can be delivered by external trainers in the Institute for Economic Promotion.

The course is primarily aimed at entrepreneurs, and consequently reflects an overlap between training and business consulting roles.

Courses are divided between basic training and continuation training. Basic training courses last between 40 and 72 hours, and continuation courses from 24 to 180 hours. Since 80% of the work is done in evening sessions, it can take several years to complete a basic and a continuation course as, for instance, in training to become a CAM (computer aided manufacture) organiser.

The Centre's technical know-how is provided through a contractual partnership with the Institute for Manufacturing Technology at the Vienna Technical University, and further know-how and financial support comes from international companies like IBM and Apple, and from the First Austrian Bank.

Conclusions

Changed relationships between companies and their workers were identified in discussion as being the most important single aspect of this emerging new deal in training within companies:

1. Efforts which individuals make to enhance their own training should be properly rewarded, and collective agreements need to be developed and evolved to take into account a growing commitment of workers to their own continuing education and training.

2. Present reward systems take insufficient account of basic skills, basic educational standards, and behavioural patterns as they relate to the acquisition of new skills.
3. Restructuring of jobs and occupations should be achieved through a process of 'negotiated modernisation'.
4. Participative company structures are essential to motivate and involve the workforce in change.
5. Education and training investment will always be an essential component of increased competitivity and qualitative growth. This does not mean that increased investment in education and training will always result in increased efficiency and better quality.
6. The differences between large and small companies must be properly understood. If small companies are to involve themselves fully in continuing training, they must be assisted by public authorities, or by large companies, or by both.

Behind these points lay a discussion on the incentives required to back up policies for training, both those relating to employees and those relating to companies themselves. It was noted that there have been plenty of examples of lack of take-up of available training opportunities, especially within SME's. One suggestion offered was that demand could be encouraged by the existance of statutory rights to access to training and to training leave. The contrary suggestion was also made: that rights would have little effect in the absence of financial incentives to train in the form of direct linkage with enhanced salaries, or disincentives to ignore training in the form of withheld promotion.

The social dialogue and rights to training

A development of collective agreements defining the importance and scope of continuing training in specific enterprises or sectors is one of the anticipated developments within the European Community. At a European level this is being pursued through the Social Dialogue between employer and trade-union representative organisations, currently meeting and working within the context of the

Commission's stated intention to develop a continuing vocational training throughout the working life as a part of the action programme of the European Charter of Fundamental Social Rights.

The currently agreed joint opinions, as reported to the seminar, demonstrated a progress which has been made:

"Career-long vocational training for the needs of the company is the shared responsibility of the employers and the employee..."
"... company and individual needs must be clearly identified and planned in training plans or programmes appropriate to the size of the firm and drawn up in the framework of the firm's overall strategy... In this context it is essential that account be taken of the needs of workers to improve their skills in line with the requirements of their job, or in readiness for changes within the firm and anticipated requirements of the firm."

In relation to these issues, the General Rapporteur made the following comments:

"There should no longer be privileges for public agencies. Cost-consciousness and accounting procedure must be altered. In the past, in many countries, the effectiveness of much public privision of education and training was low. Waste could be observed, and adequate costing of training programmes was an underdeveloped discipline; in the long run one should move towards full costing principles. In this way objective foundations can be developed for decisions about opting for in-house training, on-the-job training, learning by doing, or contracting out to private providers, or to the public education system and its agencies.... The efficiency and effectiveness of continuing education can thus be improved."
'Policymakers have a rich tool-box from which to choose to achieve their objectives. Fundamental changes would occur as a result of altering the economic and social constitution – for instance, by a new social charter, or a declaration of enforceable rights, guarantees, general entitlements and conventions. Then there are new instruments which could be put into operation by the Social Partners, in effect an alteration of the collective bargaining process. More conventionally, public authorities can make direct ad hoc interventions in different forms like subsidies, loans and tax reduction. Finally, new forms of agreements at shop floor level can contribute greatly.'
'Much depends upon ideological positions, but one crucial issue for further research is: *What incentives will actually help to increase participation?*'
'A great many statistics and records of experiences have been accumulated in the last two decades, but they have not been exploited systematically. It is of the utmost importance to view the issue of incentives and participation in a dynamic perspective."

Summary of issues of discussion

Finally, the seminar discussions focussed on a number of topics:

- *The problem of equality and efficiency*

  This was much referred to, often by references to the perception that the 1970s had been a decade in which equality had been the dominant idea behind education and training. In the 1980s the idea had been of the need for balance. In the 1990s, the emphasis is on efficiency. This is in part an expression of the shift to a deep concern for the competitive edge of all European businesses and sectors. It is clearly in part an expression of the concern of most workers for their ability to retain jobs within economies where unemployment has periodically risen to historically high levels.

- *The place of training in the workplace needs to be established as a result of involvement of workers in the planning of their own activities, and as a part of their own shared responsibility for their firms.*

  This was seen more as a practical than as an ideological issue. All of the industrial presentations made reflected what can be achieved with committed workforces involved in their businesses.

- *The role of the "learning enterprise" is one which must be examined for its relevance to workers needs, its responsiveness to the demands of modern production, and its financial viability.*

  It is particularly important in small firms to aquire a good deal more information on where people will learn, under what circumstances, and in what size of lessons and courses.

- *Rights to continuing training are of little use without rights to paid leave to take it up.*

  It was observed that Sweden has had a law on a general right to leave of absence for continuing education since 1975, but no right to paid leave to take it up. In the Federal Republic, where several Länder have rights to access to continuing training, it was said that it had been poorly targetted – too many of the oppor-

tunities going to those who already benefitted from the higher levels of education or extensive training, and too little to those who had been poorly educated. or trained very little.

- *Learning must be a permanent feature of the modern enterprise.*

  Acceptance of this presents all businesses with problems of determining the content of what is trained, and finding the right means of communicating it. For small businesses there are further acute problems of motivation of employees, finance, and available time for off-the-job learning.

- *Open learning and distance learning*

  Open learning and distance learning methods are of proven success (Open University in the U.K., and Europace at an international level) amongst those with high motivation, and highly developed learning skills. There is not the same evidence for their success amongst those without these advantages. The flexibility and cost-effectiveness of distance learning will be a crucial factor in the rapid expansion of continuing training to small businesses, to individuals wishing to pursue courses or parts of courses not considered of importance by their employers, and to those working in companies in isolated regions. ■

Programme

June 12	**Arrival of participants**
08:00 – 10:00 p.m.	Buffet reception at Wijk Conference Centre
June 13	**Session 1** **New Horizons of Learning in a Changing European Economy** Chairman: Mr. Erland Ringborg Director-General National Board of Education, Sweden General Rapporteur: Professor Werner Clement Institut für Wirtschaftsteori und Politik, Wirtschaftsuniversität, Vienna, Austria
09:00 – 09:15 a.m.	**Opening of the seminar**
09:15 – 10:00 a.m.	**Mr. Göran Persson** Minister for Primary, Secondary and Adult Education, Sweden
10.00 – 10:30 a.m.	Coffee break
10:30 – 11:30 a.m.	**Continuing Education and Training in the 1990s** Mr. André Ramoff Délégué à la Formation Professionnelle Ministry of Labour, Employment and Training, France
11:30 – 12:00 a.m.	**Education and Training of the Labour Force in the EFTA Countries** Professor Kjell Rubenson Department of Education and Psychology, University of Linköping, Sweden
12:00 – 01:30 p.m.	Lunch break

Session 2
Policies for Achieving Human Resources Development and Lifelong Learning in a Changing Labour Market

Chairman: Mr. Hywel Jones
Director, Task Force on Human Resources,
Commission of the EC

Rapporteur: Mr. Burkart Sellin
Principal Administrator
European Centre for the Development of
Vocational Training (CEDEFOP)

01:30 – 03.30 p.m. **Welfare State, Education and Responsiveness Policies for Achieving Human Resources Development and Lifelong Learning in a Changing Labour Market: Finland**

Mr. Matti Haavio
Special Researcher, Ministry of Education
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Human Resources Management in Ireland – the role of FAS

Mr. Brendan Leahy
Director-General
FAS Training & Employment Authority, Ireland

Discussant:
Mr. J. R. Gass, Consultant
Task Force on Human Resources
Commission of the EC

03:30 – 04.00 p.m. Coffee break

04:00 – 06:00 p.m.	**Competence Development within the Volvo Group** Ms. Kerstin Keen, Ph.D. Volvo Competence Development Sweden **Who defines the training needs – and how to do it** Mr. Bernard Bévort Vice President Personnel Scandinavian Airlines System Denmark **The COMETT Programme: University-Industry Cooperation as a Means of Contributing to Skills Analysis and Human Resource Development in Europe** Mr. Ed Prosser Director COMETT Technical Assistance Office
07:00 p.m	Departure by bus from Wijk Conference Centre
07:45 p.m.	Buffet dinner at the Ministry for Foreign Affairs, hosted by Mr. Göran Persson, Minister for Primary, Secondary and Adult Education
09:30 p.m.	Departure by boat from the City Hall
11:30 p.m.	Return to Wijk

June 14	**Session 3** **Right and Access to Training in Post-Industrial Societies** Chairman: Ms. Bitten Kallerud Deputy Director-General for Adult Education Ministry of Education Norway Rapporteur: Mr. Jeremy Harrison Consultant Task Force on Human Resources Commission of the EC
09:00 – 10.30 a.m.	**Educational Leave and Study Assistance in Sweden** Professor Kjell Rubenson Department of Education and Psychology University of Linköping Sweden **Investing in People – The British Approach** Mr Derek Grover Director of Systems and Strategy Training Agency United Kingdom
10:30 – 11:00 a.m.	Coffee break
11:00 – 12:30 a.m	**Ways to Develop Access to Training within the Company throughout the Employee's Working Life: Methodology, Organisation and Attitudes** Mr. Jean-Yves Terrier Director Social Affairs Union of Industrial and Employers' Confederations of Europe (UNICE)
12:30 – 02:00 p.m	Lunch break

Session 4
The Adult as a Learner: Towards New Trends in Workplace Learning

Chairman: Mr. Jesús Barroso
Sous-directeur de formation professionnelle
Ministry of Labour and Social Security
Spain

Rapporteur: Mr. Kenneth Abrahamsson
Research Secretary
National Board of Education
Sweden

02:00 – 03:30 p.m. **Development Trends in Vocational Continuing Training in the Federal Republic of Germany**

Mr. Johannes Sauer, Diplom-Volkswirt
Federal Ministry of Education and Science
Federal Republic of Germany

Computer Integrated Manufacturing and Continuous Education: New Ways of Cooperation between Companies, Institutions of Adult Education and Universities

Dr. Arthur Schneeberger
Institute of Educational Research for the Austrian Economy
Vienna, Austria

03:30 – 04:00 p.m. Coffee break

04:00 – 05:00 p.m. **Vocational Training Programmes on the Workplace in Greece**

Mr. Yannis Sofianopolous
Vice President of the OAED Manpower Employment Organisation
Greece

	Session 5 **Summing up of the seminar**
	Chairman: Mr. Erland Ringborg Director-General National Board of Education Sweden
05:00 – 06:00 p.m.	Professor Werner Clement Institut für Wirtschaftsteori und Politik Wirtschaftsuniversität Vienna, Austria
	Discussants:
	Mr. Jarl Bengtsson, Counsellor Center for Educational Innovation and Research, OECD
	Mr. Gregory Würzburg Directorate Social Affairs, Manpower and Education OECD
07:00 p.m.	Departure by bus from Wijk
	Dinner at the Stallmästargården restaurant, Stockholm
	Individual activities

June 15	**Visits to Swedish companies and institutions to look at programmes for continuing education and training (optional)**
Visit 1	Employment Training Centre, Stockholm
Visit 2	Telecommunications Administration, Nynäshamn

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Reports

Planning, Follow-up, Evaluation

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The seminar *New Challenges in the Education and Training of the European Workforce* was organised by the Swedish Ministry of Education and the Swedish National Board of Education in co-operation with the Commission of the European Communities and the European Free Trade Association. It addressed itself to delegates of EC and EFTA countries and aimed at discussing policies for education and training of the labour force in a changing European economy.

This final report comprises the issue paper and the two keynote speeches, as well as a review of the presentations and discussions during the seminar. Further documentation of the seminar is available in the following reports, also published by the Swedish National Board of Education:

Presentations, Report number R 91:3

Lars Arvidson & Kjell Rubenson:
Education and Training of the Labour Force in the EFTA Countries,
Report number R 91:4

Swedish National Board of Education